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STATE CERTIFICATION OF TEACHERS IN CATHOLIC ELEMENTARY AND SECONDARY SCHOOLS.

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INFORMATION ON STATE CERTIFICATION OF TEACHERS IN CATHOLIC SCHOOLS, THE LARGEST SECTOR OF THE NONPUBLIC SCHOOLS, WAS PROVIDED BY A SURVEY OF (1) STATE POLICIES FOR CERTIFYING CATHOLIC SCHOOL TEACHERS, (2) THE EXTENT OF STATE CERTIFICATION IN CATHOLIC SCHOOLS AND REASONS FOR THESE SCHOOLS' CERTIFICATION STATUS, AND (3) OPINIONS OF DIOCESAN SUPERINTENDENTS OF SCHOOLS ON THE SUBJECT. SEPARATE INSTRUMENTS WERE DIRECTED TO THE CHIEF CERTIFICATION OFFICER IN EACH OF THE 50 STATES, A STRATIFIED RANDOM SAMPLING OF TEACHERS IN CATHOLIC ELEMENTARY AND SECONDARY SCHOOLS, AND THE DIOCESAN SUPERINTENDENT OF EACH DIOCESE WITHIN 50 STATES. DATA OBTAINED FROM THESE GROUPS FORMED THE BASIS OF THE STUDY. THE INSTRUMENTS USED WITH THE GROUPS WERE A QUESTIONNAIRE, A CENSUS FORM, AND AN OPINIONNAIRE, RESPECTIVELY. FINDINGS PRESENTED THE AMOUNT OF INTEREST ON THE CENTRAL TOPIC AMONG THE RELEVANT GROUPS, THE AMOUNT OF COOPERATION BETWEEN DIOCESAN AND STATE EDUCATIONAL LEADERS IN THE PLANNING OF CERTIFICATION PROGRAMS, AND THE ACCEPTANCE OF STANDARD STATE CERTIFICATION AS A PREREQUISITE FOR EMPLOYMENT IN CATHOLIC SCHOOLS. (JH)

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STATE CERTIFICATION OF TEACHERS IN CATHOLIC ELEMENTARY AND SECONDARY SCHOOLS

Cooperative Research Project No. S-220

by

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at

St. John's University
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PREFACE

Pride and paradox of American education is its unparalleled diversity, giving rise to an enriched national unity. Contributing in no small measure to this diversity in unity are the nonpublic schools.

This survey provides information on state certification of teachers in the largest sector of the nonpublic schools, namely those under Catholic auspices. It is based on the assumption that while it is imperative to maintain uncompromisingly the delicate balance of rights and duties in education, nevertheless, the tenor of the times seems to point to the appropriateness of state certification of teachers in Catholic schools.

Included in the scope of this investigation are data on state policies for certifying Catholic school teachers, the extent of state certification in Catholic schools, reasons for their present certification status, and opinions of diocesan superintendents of schools on the subject. It is hoped that the findings presented here will stimulate further interest in the topic, promote mutual cooperation between diocesan and state educational leaders in the planning of certification programs, and lead eventually to the acceptance of standard state certification as a prerequisite for employment in Catholic schools.

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CHAPTER I

INTRODUCTION

Present emphasis on the reappraisal of teacher education in the United States is but a phase of the nation's present and urgent concern for substantial improvement in the whole spectrum of education. Increasing recognition is given to the fact that the touchstone of an educational program is ultimately the quality of its professional personnel. But optimum quality in staff personnel presupposes optimum quality in teacher preparation and satisfactory procedures for admission into the profession.

Control of qualifications and working conditions of teachers devolves upon the state, since according to the Tenth Amendment to the United States Constitution, insuring an educated citizenry is a state responsibility. One of the measures which the state has taken to fulfill this responsibility is the establishment of state certification programs. The rationale underlying the process of certification is the assurance of prepared teachers, both pre-service and in-service. "The certificate in effect is an assurance to local boards of education and to the public that the possessor is qualified to teach."[1] For this reason, "all states require the certification of all levels of public elementary and secondary school regular staff."[1]

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[1] E. Edmund Reutter, Jr., Schools and the Law, p. 57.

THE PROBLEM

While the states are uniform in exacting a certificate of all regular staff in the public schools--and this as a function of fulfilling their responsibility of insuring an educated citizenry--they are paradoxically quite diverse in their policies regarding the certification of teachers in the nonpublic schools. These policies range from mandating certification in some states to having no provisions for certification in others.

This investigation is concerned with the state certification of personnel in the largest sector of the nonpublic schools, namely teachers in Catholic elementary and secondary schools. It assumes that state certification, despite its imperfections, is desirable. From this assumption arise the questions of state certification policies as they apply to teachers in Catholic elementary and secondary schools, the extent of state certification of these teachers, the reasons for certification and noncertification as the teachers themselves perceive them, and the image diocesan superintendents have of state certification of these teachers.

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[1] Lee M. Frederick, Teaching Opportunities, p. 12.

Specifically this investigation seeks to answer the following questions:

1. What is the policy of each state regarding the certification of teachers in Catholic elementary and secondary schools? That is, to which of the following policies does it subscribe:
    a. Mandatory certification for these teachers?
    b. Mandatory certification only if school accreditation is desired?
    c. Permissive certification?
    d. Prohibitive certification?
2. In Catholic elementary and secondary schools, what per cent of the teachers is certified, and what types of certificate do they hold?
3. What reasons do certified and noncertified teachers give for their certification status?
4. What are the opinions of diocesan superintendents of schools regarding:
    a. The favorable and unfavorable factors attending state certification of teachers in Catholic elementary and secondary schools?

b. The state policy most appropriate for certifying teachers in Catholic elementary and secondary schools?

HYPOTHESES

The following hypotheses provided direction in the investigation of the problem:

1. The majority of states, neither by law nor regulation, mandate certification of all teachers in Catholic elementary or secondary schools.
2. The majority of teachers in Catholic schools do not hold a state certificate.
3. There is no significant difference between the per cent of certified teachers in states having one certification policy for Catholic school teachers, and the per cent of certified teachers in states subscribing to a different certification policy for these teachers.
4. The chief reasons certified teachers give for their certification status include:
    a. The policy of the state regarding their certification.
    b. The attitude towards certification of the religious community to which they belong or with which they are working.

5. There is no significant difference between the reasons for certification status, given by certified and noncertified teachers within one category of state policy, and those reasons offered by certified and noncertified teachers within another category of state policy.
6. The majority of certified and noncertified teachers favor state certification.
7. Certified and noncertified teachers, not favoring state certification, most frequently ascribe this view to their lack of commitment to its value.
8. The chief general reasons given by noncertified teachers in Catholic schools for not holding state certificates include:
    a. Ineligibility of these teachers for state certification.
    b. Lack of knowledge about state certification.
9. There is no significant difference between Catholic elementary and secondary school teachers in their certification status.
10. There is no significant difference between Catholic elementary and secondary school teachers in their view on state certification.

11. There is no significant difference between the importance diocesan superintendents attribute to the factors favoring state certification for Catholic school teachers and the significance they ascribe to the factors unfavorable to state certification for these teachers.
12. There is no significant difference among the specifications of diocesan superintendents in their choice of the most appropriate policy or policies for certifying Catholic school teachers.

SIGNIFICANCE OF THE STUDY

Three major factors constitute the significance of this study.

1. The information it seeks to derive has direct relevance to the position of the state in the education of its citizens.
2. The rapid growth of the nonpublic schools and the increasingly larger per cent of the nation's total educational resources which they constitute, strongly suggest taking a closer look at these schools and maintaining more than a shallow deposit of information on them. This study provides substantial information on one aspect of

the character of the largest sector of these schools, namely state certification of teachers in Catholic schools.

3. This study yields information on a topic of growing interest, which, at this time, is relatively unexplored.

Position of the State in Education

Building responsible citizenship through education is one of the fundamental duties of the state.

> Under our form of government, there is no question regarding the State's authority to exercise its regulatory powers, subject to the provisions and interpretations of the Constitution of the United States, to insure an educated citizenry.[1]

To fulfill this responsibility, states have established regulations which apply to public and nonpublic schools alike. "Compulsory education is the cornerstone of the State's legislative plan to insure an educated citizenry."[2] "Except for the small number of states that repealed their laws subsequent to the 1954 desegregation of the Supreme Court, statutes on compulsory education are found in each state."[3] These statutes generally require that all children within a certain age limit attend school, that the school be in session for a specific length of

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1. Fred F. Beach and Robert F. Will, The State and Nonpublic Schools, p. 9.
2. Ibid., p. 11.
3. Reutter, op. cit., p. 48.

time, and that the school attended provide at least a minimum educational program acceptable to the state.[1] In a state-by-state analysis of state responsibility for nonpublic schools, Beach and Will indicate that thirty-six states in their statutory provisions on education specify that the educational program of the nonpublic schools be equivalent to that provided in the public schools.[2]

This legislation has direct application to the nonpublic schools and indirect application to the certification of their teachers. Providing even a minimum educational program necessitates having qualified teacher personnel. "We must learn and learn well that excellent teachers and administrators are the sine qua non of excellent schools."[3]

While state certification aims to assure adequate teacher preparation, clear delineation of the divergent policies of state certification affecting teachers in the nonpublic schools, together with statistics on the number or per cent of certified teachers in these schools is not now available. This study seeks to provide this information on one major division of the nonpublic schools, the Catholic elementary and secondary schools. The information thus procured could assist the state departments of education in

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1. Beach and Will, op. cit., p. 11.
2. Ibid., pp. 32-152.
3. Francis Keppel, "Master of Arts in Teaching," American Education Today, Paul Woodring and John Scanlon (Editors), p. 245.

evaluating their provisions for the welfare of the children attending nonpublic schools, as the states continue in their efforts to promote an educated citizenry.

Nonpublic Schools and Public Concern for the National Interest

An additional and no less significant factor warranting this study is public concern for the national interest.

> There is nothing new about the idea that America's wellbeing depends upon the enlightenment of her people, but what is new is the realization that the conditions of modern life now require of our entire population higher levels of competence, greater breadth of understanding, and a stronger sense of commitment of our basic values than have ever before been thought necessary.[1]

The clientele enrolled in the nonpublic schools progressively forms a larger part of the nation's school population. This increasing percentage of students in nonpublic schools warrants increasing attention. These schools, under the immediate operational control of a private individual or organization and including both church-related and nonsectarian schools, presently enroll fifteen per cent of the children in the nation's schools. Approximately ninety per cent of these children attending nonpublic schools, are enrolled in schools operated under

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[1] John H. Fischer, "Education, an Instrument of National Goals," Woodring and Scanlon, op. cit., p. 200.

Catholic auspices.[1] Moreover, the trend of expansion continues.

> Since 1900 parochial school enrollments in elementary and secondary schools have increased by 500 per cent while public school enrollments were rising by 132 per cent. Sixty years ago parochial school students made up about 5 per cent of the nation's total enrollment; they now comprise about 14 per cent. In other words, in a period of unprecedented expansion for the public schools, Catholic parochial schools grew nearly four times as fast.[2]

The phenomenal increase in Catholic school enrollment, however, is but one phase in the expansion of the nonpublic schools. "In the past decade Catholic school enrollments have increased by 66 per cent, while other private and parochial school enrollments grew by 340 per cent."[3]

Serious problems attend this rate of increase in the establishment of nonpublic schools. The rapid growth of private schools in the South, occasioned by the desegregation of public schools, is presently a matter of no little concern to the Southern Association of Colleges and Schools. Commenting on the issue, the Director of the Association, Frank G. Dickey, said:

> Haste in their establishment, makeshift facilities, and the problems involved in the hasty recruitment of faculty cast a reflection of

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[1] National Catholic Welfare Conference, Catholic Schools U.S.A.: A Significant Element in the Educational Scene, p. 13.

[2] James Cass, "Church, State and School," Woodring and Scanlon, op. cit., pp. 109-110.

[3] Ibid., p. 116.

questionable quality on the instructional programs of the newly established schools.[1]

The Director also warned parents to make sure "that the newly established schools meet minimum standards" before enrolling their children, and pointed out that "students from unaccredited schools can only be accepted by accredited schools by passing examinations over work previously covered."[2]

While "nonpublic educational institutions are and have always been a significant part of the nation's total educational resources,"[3] as these schools assume a progressively larger part of the nation's total educational resources, it becomes increasingly important to incorporate consideration of their well-being into the total picture of planning for the nation's educational future. This study will provide some basic information vital to meeting this need.

Unexplored Area and Growing Interest

Finally, the paucity of information on the topic of state certification of teachers in Catholic schools, coupled with the interest these schools presently evoke, contributes to the significance of this study. There appears to be no extensive or intensive research, limited to state certification of teachers in Catholic elementary and secondary schools. Review of the literature and contact with the departments of teacher education and statistics in the United States Office of Education, with the educational division of the National Catholic Welfare Conference, the National Catholic Educational Association, and the National Education Association have uncovered but little information in this area.

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[1] "Private School Growth Cause of Concern in South," Phi Delta Kappan (Editorial), Vol. 46 (November 1964), p. 98.
[2] Loc. cit.
[3] Beach and Will, op. cit., p. 1.

ORGANIZATION OF THE STUDY

Findings of this investigation are organized into three major divisions. The first relates to the state policies of teacher certification for teachers in Catholic elementary and secondary schools in the fifty states. The second centers on a census of certified and noncertified teachers in these schools and the reasons for certification and noncertification as these teachers perceive them. The third concerns the opinions of diocesan superintendents on state certification of these teachers.

The study was implemented through the normative-survey approach. Data were derived primarily from the use of the following three instruments:

1. A questionnaire, which was directed to the chief certification officer in each of the fifty states.[1]

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[1] See Appendix A, p. 321.

2. A census form, which was distributed to a stratified, random sampling of teachers in Catholic elementary and secondary schools, with the administrators in the respective schools acting as liaison.[1]
3. An opinionnaire, which was forwarded to the diocesan superintendents in all the dioceses included in the fifty states.[2]

The first instrument distributed was the questionnaire. Upon returns from the chief certification officers, data provided by this form were utilized to stratify the states, according to the state policies of certification for teachers in Catholic schools. These policies include the following:

1. Mandatory certification.
2. Mandatory certification for accreditation or approval of the school.
3. Permissive certification.
4. No provisions for certification.

Because the policies of certification for Catholic school teachers differ within some states on the elementary and secondary levels, two general classifications were made, one for the elementary level, and another for secondary schools. Applying the four divisions of state policies to each level made a total of eight categories for sampling.

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[1] See Appendix A, p. 322.
[2] See Appendix A, p. 328.

The second instrument, the census form, was sent to approximately 10,000 teachers in Catholic elementary and secondary schools. The sample size was determined by employing a statistical formula.[1] Its use is described in detail in Chapter III. The number yielded by the equation constituted the smallest sub-sample, representing the smallest of the eight categories. Other sub-samples, proportionate to the size of the specific categories on each level, were chosen. Census form returns were edited and coded for data processing, prior to analysis and interpretation.

The third instrument, the opinionnaire, was directed to 140 diocesan superintendents. Returns were tabulated manually. The data yielded by these three instruments constitute the findings from which emerge the conclusions and recommendations of this study.

DEFINITION OF TERMS

State policy of certification refers to the position adopted by the state regarding the application of public school state certification requirements to teachers in Catholic elementary and secondary schools.

Policy of permissive certification refers to the position adopted by the state whereby teachers in Catholic elementary and secondary schools may be certified by the state if they request certification and meet the state requirements.

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[1] $n_p = \frac{Z^2\, pi(100-pi)}{E^2}$.

Standard or unlimited certificate is a credential issued to an applicant "meeting full professional qualifications by the state."[1] This certificate indicates that the holder is fully qualified by preparation and experience for the profession. The required experience may be that provided through successful directed teaching.

Limited certificate is a credential indicating that the holder is "limited" by reason of lacking some requirement in content and/or experience, deemed essential for standard certification.

Regular certificate is a credential, either limited or unlimited, issued regularly by the state "for which the state has established prescribed requirements, for which any applicant meeting the requirements is eligible. . . ."[2]

Emergency certificate is a nonregular, substandard credential, for which the state makes a special dispensation; it is issued to an applicant whose qualifications are substantially below the minimum requirements set for the lowest regular certification.

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[1] W. Earl Armstrong and Tim M. Stinnett, A Manual on Certification Requirements for School Personnel in the United States (1964 ed.), p. 218.

[2] Armstrong and Stinnett, op. cit., (1961 ed.), p. 8.

Diocesan superintendent of schools is an educational official, usually a priest of the diocese, appointed by the bishop to exercise a general supervisory function in all schools of the diocese over which the bishop has jurisdiction.[1]

LIMITATIONS OF THE STUDY

This study is limited by its content and by its method. Regarding content, it does not attempt to delineate or evaluate specific state certification requirements of the fifty states. Neither does it aim to assess the right of the state to require certification or the locus of control in state certification. Moreover, it seeks neither to establish nor confirm that certified teachers are, by reason of their certification necessarily superior to noncertified teachers.

Regarding method, this investigation is limited by its choice of population, sampling, and instruments. Its population includes teachers from Catholic schools only; hence, it does not represent the teaching staff in other nonpublic schools. It is further restricted by its concern with teachers only. Certification of administrators, guidance workers, and other nonteaching personnel is not included.

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[1] Carter V. Good (Editor), Dictionary of Education, p. 399.

Sampling procedures likewise place limitations on this investigation. While the questionnaire was sent to the chief certification officers in each of the fifty states and the opinionnaire to the diocesan superintendent in each diocese, the census forms were distributed on a stratified, random sampling basis. Although every member of the population had an equal chance of being included in the sample by reason of its being random, and although another element of control, stratification, was employed to increase the precision and representativeness of the sample,[1] a weakness common to this type of survey remains: "When working with studies that involve human beings . . . it seems never entirely possible to find samples which can be called exact replicas of the population."[2]

Finally, the study is limited by its use of instruments, which by their very nature preclude total objectivity and are at the same time subject to the possibility of nonresponse. Per cent returns on the questionnaire forwarded to the chief certification officer in each of the fifty states totaled one hundred per cent; on the opinionnaire, sent to 140 diocesan superintendents, eighty-four per cent; and on the census forms, directed to approximately 10,000 teachers, sixty-two per cent. Although the

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1. George J. Mouly, The Science of Educational Research, p. 183.
2. Tyrus Hillway, Introduction to Research, p. 186.

successive per cents exceeded or approximated the average per cent return for 'reputable' questionnaire studies,[1] nevertheless the element of nonresponse does not cease to impose limitations on the study.

Despite the restrictions of this investigation, it yields a description of state certification of teachers in Catholic schools on a national scale. Its findings could provide a basis for cooperative action on the part of educational administrators on diocesan and state levels in their common efforts to realize the goals of education in a democracy.

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1. John R. Shannon, "Percentages of Returns of Questionnaires in Reputable Educational Research," *Journal of Educational Research*, Vol. 42 (October 1948), p. 138.

CHAPTER II

REVIEW OF RELATED LITERATURE

Literature on teacher certification is prolific. Represented in the vast array of facts and opinions on the subject are the findings and reflections of state authorities, school board members, professional educators, members of professional and scholarly organizations, and laymen. This survey does not attempt to represent the total galaxy, but to give only a cross section of thinking on the topic. It has three major divisions:

1. A brief history of certification in the United States.
2. Research on some current certification issues.
3. Review of some topics related to certification of Catholic school teachers.

EVOLUTION OF CURRENT CERTIFICATION PRACTICES

While the legal supremacy of the state in the matter of teacher certification remains unchallenged, the question of its administration is fraught with dissension. Essentially the problems revolve about three major issues. Who shall certify? What shall the certification standards be? Who shall determine the standards? The complexities that characterize these contemporary issues are founded in large measure in the evolution of certification practices in this country.

Period of Local Control

Simplicity, informality, and subjectivity appear to have been the predominant features that marked the germination of teacher certification in the United States. During the colonial period, prospective candidates for a teaching position simply presented themselves to the employing officials or their representatives and were appraised as to moral character, subject-matter competence, and the ability to teach and control a class. Moral character and the ability to discipline appear to have exercised more influence in the decision to hire than did academic attainment or teaching proficiency. Evidence of the former was attested by letters of recommendation from previous employing boards, ministers, and prominent citizens, while an oral examination given during the interview served as the basis for judging the possession of the latter. The examination was ". . . in no way standardized, but consisted of demonstrations by the applicant of handwriting specimens, reading of selected passages, and the solution of simple problems in arithmetic."[1] In addition, religious and political conformity was also a common requirement for teaching at this time.[2]

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[1] Lucine B. Kinney, Certification in Education, p. 40.
[2] Ibid., p. 36.

The hiring officials included selectmen, Christian magistrates, members of royal companies, the royal governor, and often the Bishop of London, depending on the particular colony and the time involved.[1] Furthermore, "the teacher had tenure only by the grace of the hiring and inspecting official."[2] Both the hiring and duration of employment were based on subjective judgments.

Following the Revolutionary War, the means of certification begun in the colonial period continued, with selection, licensing, and supervision being exercised at the local level. Through oral examinations, local school committees judged the ability and character of the prospective teacher.[3] Incompetence of local officials, however, along with the practice of nepotism often rendered the licensing of teachers during this period a liability rather than an asset.

Period of County Control

Despite the inadequacies that marked early certification practices, several procedures inaugurated during the colonial and immediate post-revolutionary times, established patterns which set the course of evolution for the periods that were to follow.

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[1] Harry J. Carman, "The Historical Development of Licensing for the Professions," The Education of Teachers: Certification, Report of the San Diego TEPS Conference, 1960, National Commission on Teacher Education and Professional Standards of the National Educational Association, 1961, p. 150.

[2] Loc. cit.

[3] Anthony C. LaBue, "Teacher Certification in the United States: A Brief History," Report of the San Diego TEPS Conference, 1960, op. cit., p. 158.

One such procedure was the use of the teacher examination as a means of identifying competence. Although it was inadequate as a selective instrument, the teacher examination was immediately purposeful in discouraging the wholly incompetent from applying and in identifying the utterly illiterate.

> As an administrative device, the teacher examination was to become established as the framework for the certification system during a long period, while resources for professional preparation were inadequate, and while the process of state centralization was evolving.[1]

Emerging too at this time was the realization that some degree of centralization in educational matters and a more formal organization for certification were indispensable.

> The local districts were turning to the county for a registration of competent applicants. Later on, in most states, the county was to serve a transitional function until a centralized state system was operative.[2]

"By the outbreak of the Civil War no state had an effective licensing system."[3] Although by this time state boards of education had been developed in some states to provide better educational supervision, certification of teachers at the county level, inaugurated in 1825, predominated until the turn of the century. Moreover,

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1. Kinney, op. cit., pp. 42-43.
2. Ibid., p. 43.
3. Carman, op. cit., p. 153.

". . . the county influence has extended well into the present century."[1]

Administering certification during this period was the county school officer or superintendent who commonly professed no professional training or experience. "The office became common in 1860, and was an established tradition by 1880."[2]

The classic method of appraising teacher competence was the written examination. While examinations varied significantly in scope and detail among the counties and did not really measure teacher effectiveness according to present-day patterns, they did provide a means of identifying the literate; moreover, they tended to discourage the unfit from considering teaching as a vocation. Concurrent with the use of written examinations was the initiation of the practice of issuing various grades of certificates, reflecting proportionate achievement in the examinations.

In addition to the change in the locus of control from the town to the county, the use of written examinations, and the issuance of credentials of disparate value, other innovations occurred which affected certification directly or indirectly. These included the expansion of the normal school idea, the spread of secondary schools,

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1. Kinney, op. cit., p. 44.
2. Ibid., p. 46.

the requirement of college preparation for secondary school teaching, the establishment of teachers colleges, and the beginning of schools and departments of education in universities and liberal arts colleges. It is to be noted, however, that "the ideas that develcped and the progress that was made were due largely to the efforts of dedicated lay individuals and organizations."[1] Professional solidarity in the teaching population was too immature to effect any substantial impact on certification.

Emergence of State Control

While the years between 1789 and 1860 witnessed the gradual movement in certification authority from local and county units to state educational agencies, together with the progressive emergence of state school systems in America, the trend towards state centralization had definitely developed only by the beginning of the present century. "The overall picture of administrative control as of the moment was one of apparent balance between state and county, with the combination of both as the most common arrangement."[2] Within the next fifty years, however, for all practical purposes, the nineteenth century trend towards state centralization was completed.[3]

The movement, according to LaBue, had its genesis

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1. Ibid., p. 65.
2. Ibid., p. 67.
3. Ibid., p. 81.

in the granting of state funds to local schools.[1] Kinney corroborates this conclusion.

> The land grants for education in the new states, and the creation of state school funds in the original states, marked the real beginning of state administration of public education, and provided the nucleus for the organization in which control was eventually centralized.[2]

Although state control of certification became the administrative pattern in the first half of the twentieth century, vestiges of local control are yet in evidence. At the present time, in Kansas, Missouri, and North Dakota, certain state colleges and universities are authorized to issue certificates to their teacher graduates; and in several states, certain cities have the authority to certify their own teachers. These include the cities of Wilmington, Chicago, Baltimore, New York, Buffalo and Portland, Oregon.[3] Furthermore, until recently, this was also the prerogative of Fargo, North Dakota, and first-class districts in Colorado.[4]

Moreover, on the community scene in general, ". . . local boards of education are empowered to require qualifications beyond the minimum prescribed by the

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1. LaBue, op. cit., p. 161.
2. Kinney, op. cit., p. 67.
3. G. K. Hodenfield and T. M. Stinnett, The Education of Teachers, p. 163.
4. Letters from Lorene York, Director of Certification, Department of Public Instruction, Bismarck, North Dakota, July 28, 1964 and Otto G. Ruff, Director of Teacher Education and Certification, Department of Education, Denver, Colorado, July 27, 1964.

state."[1] Their stipulations include such requirements as more academic training, passing an examination, a loyalty oath, and a certificate of health.

The trend toward state centralization was accompanied by the elimination of teacher examinations as the sole criterion for admittance into teaching. Progressively college training supplanted the former requirement. Also contributing to this innovation were the extension of curricular content in both elementary and secondary schools and the rapid expansion of schools on all levels. These circumstances rendered the examinations impractical.

State centralization with its continuing emphasis on college preparation eventually led to standardization by the prescription of programs of preparation in the credential requirements. "The program of preparation became, in effect, an adjunct of the credential structure, subject to the state certification agency."[2] This brought about specialization in four generalized areas: the level of teaching, as elementary and secondary, the subject-matter field, the area of administration and supervision, and other nonteaching services. Differentiated certificates with state-wide validity marked the areas of specialization. This practice constituted a radical departure from the former policy, whereby a license to teach ". . . carried with it the freedom to practice one's art at any grade level or in any subject from the kindergarten to the university."[1]

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[1] E. Edmund Reutter, Schools and the Law, p. 59.
[2] Kinney, *op. cit.*, p. 88.

State Rigidity and Inter-state Diversity in Certification Requirements

Although "the professional association came of age in the twentieth century,"[2] it was not sufficiently strong in the early decades of this century to resist effectively the state centripetal force which effected state control not only over certification but also over the institutions that prepared teachers. Unlike other professions, the teaching profession did not succeed in establishing and maintaining control of its membership. Rather, certification was in the hands of lay leaders who also dictated the quality, quantity, and the content of teacher education.

As a result, "today, in every state, the licensure function for teachers is still vested in the legal agency, usually upon requirements set by a lay board."[3] While the original rationale for state certification regulations was the assurance of protection for the public against frauds and incompetents, as the process became systematized through the stipulation of a certain number of credit hours

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1. Willard S. Elsbree, The American Teacher, p. 343.
2. Kinney, op. cit., p. 88.
3. Emerson C. Shuck, "Flexibility in Certification Programs," Report of the San Diego TEPS Conference, 1960, op. cit., p. 137.

in each of the designated subjects or course titles, it assumed an iron-clad rigidity, an artificiality, and an ominous sterility. Moreover, its machinery provided powerful tools for the pursuit of vested interests.

> Essentially, the final responsibility for certification rested with a clerk, adept at reading transcripts and converting course titles and quantitative credits into some kind of grand total. Some clerks showed intuitive discretion. Others showed the opposite.[1]

Herein, according to Engleman, Executive Secretary Emeritus of the American Association of School Administrators, "have rested so many of the evils of certification offices."[2]

Thus certification tended to control and direct teacher education. While the intent was good, and the function doubtless served many good purposes in a period when the profession was immature, the procedure was in essence, ". . . putting the cart before the horse."[3] Using another metaphor to express much the same view, Haskew maintains that "at its best, certification is a vehicle rather than a road map."[4]

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1. Sam P. Wiggins, Battlefields in Teacher Education, p. 24.
2. Finis L. Engleman, "A Forward Look," (Symposium), Educational Record, Vol. 39 (July 1958), p. 280.
3. T. M. Stinnett, "New Horizons in Teacher Certification," The Future Challenges Teacher Education, Eleventh Yearbook of the American Association of Colleges for Teacher Education, p. 136.
4. L. D. Haskew, "Certification As An Instrumentality," Report of the San Diego TEPS Conference, 1960, op. cit., p. 50.

Nevertheless, as state certification assumed control of teacher preparation programs, it became both a vehicle and a map. Furthermore, difficulties arising from this situation within a particular state did not remain within state boundaries. Substantial variations in requirements between and among states aggravated the basic problem. Not only was there no general interstate pattern for teacher education, but also in a number of states, it became the practice to establish specific requirements purely local in nature. Vestiges of this dual problem remain, making state reciprocity in teacher certification a complex issue even today.

> Many of the certification barriers between states cannot be justified from an educational point of view. Somehow they got into the state laws or certification regulations, and they remained there due to apathy, lethargy, provincialism, tradition, vested interests, the notion that they are really significant. . . . Most of them are the result of intrastate rather than interstate thinking.[1]

Attempts to Achieve Reciprocity

Progressive attempts to bridge the wide gaps in certification requirements through programs of reciprocity were made. These included mutual recognition of certificates among states, cooperative study by certification officers of a group of contiguous states for the purpose of deriving similar requirements, regional reciprocity compacts and reciprocity based on national accreditation of teacher education programs. The first of these proved wholly unsatisfactory, and the others, while having evident merit, are problematic.

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[1] Willard S. Elsbree and E. Edmund Reutter, Staff Personnel and the Public Schools, pp. 47-48.

The basic issue of interstate diversity in certification requirements, and hence in teacher education programs, was pointed up in several nationwide studies conducted during the twenties[1] and thirties.[2] In 1941, Frazier succinctly summarized the situation when he averred:

> There is no more significant indication of the lack of equality in educational opportunity in American education, than the great differences that exist among states in the qualifications of their teachers.[3]

Significant Developments in Attempts to Improve Standards

Advisory Councils

Increasing awareness of the disparity of interstate standards of teacher preparation and certification,

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1. Katherine M. Cook, State Laws and Regulations Governing Teaching Certificates, Bureau of Education Bulletin, 1927, No. 19, pp. 1-296.
2. American Council on Education, Commission on Teacher Education, The Improvement of Teacher Education, pp. 1-283; Edward S. Evenden, Guy C. Gamble and Harold G. Blue, Teacher Personnel in the United States, Vol. II of National Survey of the Education of Teachers, U. S. Office of Education Bulletin, 1933, No. 10, pp. 1-258; Benjamin W. Frazier, Development of State Programs for the Certification of Teachers, U. S. Office of Education Bulletin, 1938, No. 12, pp. 1-166.
3. Benjamin W. Frazier, "Minimum Teacher Certification Requirements," Teacher Education Journal, Vol. 2 (March 1941), p. 174.

together with vehement criticism leveled against these divergencies, appears to have brought about significant developments in improving standards during the past twenty-five years. Attempts to decentralize the certification process and to redefine the place it should hold in the gamut of teacher preparation have characterized these forward-looking movements. Extralegal bodies of the profession, often called advisory councils, have been attempting to effect collaboration between staff personnel of the state and of teacher-preparing institutions.

"Approved-Programs" Approach

One significant aspect of this collaboration is the effort being made to center responsibility for developing acceptable programs of teacher education upon the colleges and universities authorized to engage in preparing teachers, and to base the issuance of a legal teaching license largely upon the recommendation of the preparing institution.[1] Under this "approved-programs" approach, institutions of higher education preparing teachers propose their own program of teacher preparation, which is subsequently submitted to state authorities, who ascertain if it is designed to provide the minimal experiences, content, and competencies which teachers are judged to need. "Graduates who have fulfilled institutional approved program requirements and who carry the institution's stamp of approval are routinely issued teacher certificates in their respective states."[1]

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[1] Stinnett, op. cit., p. 135.

Furthermore, considerable variation in an individual student's program is often allowed by the college or university. Moreover, the judgment as to minimal qualifications, while usually the legal responsibility of the state board of education, presupposes the exercise of the recommendatory powers accorded professional advisory bodies.

More and more, educators seem to be of the opinion that "certification is at its best when it is an integral part of a trilogy composed of the accreditation of institutions for teacher education, teacher education itself and certification."[2] Supporting this view is Louise Combs, who, speaking as director of the Division of Teacher Education and Certification in Kentucky, declared:

> . . . teacher education, certification, and accreditation are inseparable parts of one process. None of the three can be considered apart from the others, and all have interlocking purposes. . . . Teacher certification and teacher preparation are two sides of the same coin.[3]

On the same point, Thurston and Roe maintain that "the competency of teachers is based upon the interdependence

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1. Wiggins, op. cit., p. 25.
2. Haskew, op. cit., p. 50.
3. Louise Combs, "Major Problems in Teacher Certification," Report of the San Diego TEPS Conference, 1960, op. cit., p. 81.

of teacher education, certification, and accreditation."[1]

National Commission on Teacher Education and Professional Standards

Providing significant impetus to the acceptance and spread of this three-dimensional concept has been the National Commission on Teacher Education and Professional Standards, commonly referred to as TEPS. Created in 1946 as an affiliated organization of the National Education Association, the National Commission set about to achieve the following goals:

1. To give leadership to the movement for establishing higher, and more widely accepted, standards of teacher competence.
2. To develop improved standards for institutions that prepare teachers.
3. To seek the foregoing goals through study, conference, and action in the fields of teacher education, certification, in-service growth, and accreditation.
4. To encourage teacher recruitment.[2]

In the immediate past, TEPS has been denounced for its alleged position of interlocking professional autonomy with accreditation by proposing that new membership in the profession be limited to graduates of nationally accredited institutions. Furthermore, it has been charged with using "national accreditation as the political tool to gain a closed shop in the teaching profession."[3]

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[1] M. Thurston and William H. Roe, State School Administration, pp. 272-273.

[2] Edgar B. Wesley, NEA: The First Hundred Years, p. 133.

[3] A. Lloyd Pulliam, "Form and Substance in the Accreditation of Teacher Education," Liberal Education, Vol. 48 (December 1962), p. 497.

The National Commission on Teacher Education and Professional Standards has suggested that local TEPS commissions:

> encourage the adopting, as one criterion of hiring, a policy that new teachers be graduates of NCATE-accredited programs. A few boards of education have already adopted this policy . . .[1]

Despite these and other criticisms leveled at TEPS, even its strongest opponents cannot deny the extraordinary achievements in upgrading professional standards during its brief history, as it attempted in a concerted way to implement its overall goal of quality education through quality teachers.

National Council for Accreditation of Teacher Education

Another organization active in the trilogy of teacher education, accreditation, and certification is the National Council for Accreditation of Teacher Education, established in 1952. It was begun through the united efforts of the National Commission on Teacher Education and Professional Standards, the American Association of Colleges for Teacher Education, the Council of Chief State School Officers, the National Association of State Directors of Teacher Education and Certification, and the National School Boards Association.[2]

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1. Ibid., p. 498.
2. W. Earl Armstrong, "Teacher Education," Accreditation in Higher Education, Lloyd Blauch (Editor), p. 204.

Ideally, the NCATE, as the Council is familiarly called, aims to provide on a national level a valid and effective yardstick for measuring the worth of teacher education programs. It also attempts to serve as a vehicle for national reciprocity in teacher certification. In less than fifteen years, its objectives have won the active support of twenty-nine states.

Disparity between Elementary and Secondary Teacher Certification

Two final items warranting inclusion in this brief historical survey are the disparity between certification requirements stipulated for secondary school teachers as compared with those established for teachers in elementary schools and the scourge of substandard certification. According to Elsbree and Reutter:

> Most states still have higher standards for secondary-level teachers than for teachers in elementary schools. This archaic practice, based on the misconception that high school teaching is more important and difficult than elementary teaching, should be abolished.[1]

On the second point of substandard certification, Kinney asserts:

> 'Emergency' certification is as old as certification itself. An overriding policy in certification has always been to maintain teacher supply at the expense of quality whenever necessary, and usually it has been necessary. The normal status has been an 'emergency' situation.[2]

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1. Elsbree and Reutter, op. cit., p. 52.
2. Kinney, op. cit., p. 25.

In 1959, as well as in 1960, approximately 82,000 public school teachers did not meet the minimum certificate requirements of the states in which they were teaching.[1] Kinney places the present number of teachers with substandard preparation at approximately seven per cent, with about seventy-five per cent of the emergency teachers in the elementary grades.[2]

In summarizing the contemporary scene in certification, one might say that while diversity in philosophy, objectives, and instrumentation are characteristic, there is also a conspicuous uniformity in all state certification units in the decision to work at revision. Moreover, there is an unparalleled consensus on the notion, basic to certification, that the most important factor in the value of schooling is the quality of teaching.[3] Consequently, present efforts at improvement are attended by a mobilization of interested groups, heretofore unknown. Flexibility allied with quality, experimentation coupled with awareness of the need for coordination in research, and professional autonomy joined with responsibility to the state and to the public are accented in the teacher education dialogue of the present. Its echo reverberates across the nation, auguring well for the future of teacher education and certification.

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1. Frank Lindenfeld, Teacher Turnover in Public Elementary and Secondary Schools 1959-60, p. 8.
2. Kinney, op. cit., p. 25.
3. Wiggins, op. cit., p. 2.

SOME CURRENT CERTIFICATION ISSUES

The second phase of the survey of related literature attempts to delineate some current and major issues of certification which have been formally researched. These include the following: criteria for certification, measuring the efficacy of certification programs, the role of NCATE in certification, and reciprocity.

Criteria for Certification

Because scientific research has not yet uncovered precisely what constitutes teacher effectiveness,[1] the selection of criteria for certification is highly controversial. Developing essential criteria for a sound certification program was the major objective proposed in a doctoral study recently completed at the University of Denver.[2] Sources from which the criteria were derived included books, doctoral dissertations, addresses, pamphlets and research reports.

Selected items favored centralization of control in the state board of education for issuing, renewing, and revoking certificates, along with the discontinuance of life and blanket certificates, as well as of large numbers of different and substandard certificates. Included also in tho criteria were the requirement of a baccalaureate degree as minimal for initial certification, the master's for continuing certification, flexibility in requirements to allow for institutional leadership, and institutional recommendation for certification.

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[1] Cf. Seymour B. Sarason, Kenneth S. Davidson, and Burton Blatt, The Preparation of Teachers: An Unstudied Problem in Education, p. 32.

[2] Loren Stanley Ratliff, The Development of Essential Criteria for a Sound State Teacher Certification Program (unpublished doctoral dissertation, University of Denver, 1961), pp. 1-217.

A subordinate purpose of the study was to determine whether the criteria were acceptable to a selected group of persons known to be concerned with education in the state. To implement this objective, opinionnaires embodying the selected items were distributed to 401 subjects. A majority of the respondents accepted twenty-eight of the twenty-nine criteria.

Another investigation, based primarily on data derived from the visitation of seventy-seven diverse institutions of higher education in twenty-two states yielded another set of criteria for certification.[1] This widely publicized and criticized study, undertaken by James B. Conant and his collaborators attempted in general to depict the education of teachers for elementary and secondary schools in the United States. The two-year investigation involved for the first year, visiting the teacher-preparing institutions, and for the second, focusing attention on the relation of the state to teacher education and certification.

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1. James B. Conant, The Education of American Teachers, pp. 1-275.

It proposed radical changes in the present pattern of state certification. Emerging from the study are the following criteria:

1. Possession of a baccalaureate degree from a legitimate college or university.
2. Evidence of having successfully performed as a student teacher under the direction of college and public school personnel in a student teaching situation approved by the state department of education.
3. Endorsement by the college attended that the institution as a whole considers the person adequately prepared to teach in a designated field and grade level.[1]

According to these recommendations, Conant places the major responsibility of certification on the teacher-preparing institution. He removes all state requirements for specific courses except practice teaching and closely related special methods courses. Moreover, he suggests that the state rely on the good judgment and integrity of preparing institutions in determining what instruction is required prior to, or in addition to, practice teaching. Furthermore, the institution of higher education, rather than the state, would issue the official document with the prescribed endorsement.[2]

Measuring the Efficacy of Certification Programs

While the necessity of certification is universally accepted in public education, the extent of its efficacy has been the object of continuous research. On this point, Mayor asserts that "the greatest difficulty in teacher certification arises from the necessity to guarantee, through certification, teacher qualities which are extremely difficult to measure."[1] One research project within this scope of evaluation, aimed to ascertain whether fully certified teachers in their first year of experience were more effective than provisionally certified first-year instructors in teaching skills in language arts and arithmetic.[2] The essential difference between the two groups was the nature of their college education. In contrast to the program of the provisionally certified teachers, that of the fully certified teachers included student teaching.

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[1] Conant, op. cit., p. 60.
[2] Loc. cit.

Teacher effectiveness was appraised through a measure of pupil growth in the six test areas included in the Stanford Achievement Test. Findings revealed that fully certified first-year teachers' classes were superior in spelling and probably better in paragraph and word meaning. The trends of all the different analyses decidedly favored the fully certified teachers, and the logical inference was that in the initial year of teaching, the fully certified were the more effective when compared to

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1. John R. Mayor, "Discernible Processes in Development and Administration of Certification Programs," Report of the San Diego TEPS Conference, 1960, op. cit., p. 158.
2. Harry O. Hall, Effectiveness of Fully Certified and Provisionally Certified First-Year Teachers in Certain Fundamental Skills (Unpublished doctoral dissertation, The University of Florida, 1962), Dissertation Abstracts, Vol. 23 (September 1962), p. 938. (Original dissertation, unavailable.)

the provisionally certified teachers, especially in teaching certain language arts.

Exploring the same problem, but on a more general basis, Lupone attempted to determine whether the provisionally certified teacher in the first, second, and third years of classroom experience is as successful as the permanently certified elementary school teacher in the same years.[1] The subjects were 240 teachers in 120 elementary schools in the state of New York. A questionnaire comprising sixty statements provided a basis for ratings from poor to superior. The instrument was sent to each participating principal who compared one provisionally and one permanently certified teacher.

In the areas of preparation, planning, management, subject matter, pupil-teacher relations, evaluation, and the use of resources such as psychologists, test results, guidance information, and pupils' cumulative record folders, significant differences favoring the permanently certified teachers were observed. No significant differences appeared in the area of parent-teacher relations. In the area of instruction, there were significant differences between the two categories of teachers in their entirety but none

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1. Orlando J. Lupone, A Comparison of Provisionally Certified Elementary School Teachers and Permanently Certified Elementary School Teachers in Selected School Districts in the State of New York, (Unpublished doctoral dissertation, St. John's University, New York, 1960), pp. 1-204.

applying to the first-year teachers. Among other recommendations, Lupone urged that first-year teachers, both provisionally and permanently certified, be given help in the area of instruction for effective learning and that the criteria used in the licensing of the provisionally certified elementary school teacher be examined.

Another investigation, broad yet intensive in its design, aimed to trace the chronological development of certification within the state of New Mexico and to demonstrate how improved educational levels in the state accompanied the gradual imposition of progressively higher certification requirements.[1] The author described the development of certification practices, beginning with the first certification law of 1891--which specified an examination, but did not state in what the teacher was to be examined--to the present stipulation of uniformity in minimum requirements for personnel applicable to all educators in New Mexico.[2]

In depicting the educational gains paralleling the development of improved certification requirements, specific indicators of greater achievement were employed. These included the following factors: the numbers of new eighth grade and high school graduates as a percentage of the population, the percentage of total school enrollment in high school, the percentage of total population enrolled as freshmen in the state's institutions of higher learning, rejection by the military for illiteracy at various periods, and the percentage of the eligible population that voted in various periods.

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[1] John A. Barrett, The Development of Certification Practices in New Mexico and the Study of the Relationship Between These Practices and Improved Educational Levels in the State, (Unpublished doctoral dissertation, University of New Mexico, 1961), pp. 1-307.

[2] Ibid., pp. 105-142.

NCATE--Focus of Controversy

Perhaps the most explosive issue in the contemporary certification scene is that concerning the role of the National Council for Accreditation of Teacher Education in the certification process. While this organization has struggled with problems both internal and external from its establishment in 1952, in the immediate past, dissenting voices from without reached a veritable crescendo. Presumably this was precipitated in great part by the initial decision of NCATE to withhold full accreditation from two particular institutions it had visited: one, a "prestige" liberal arts school, and the other, a nationally eminent state university. While its adversaries have attempted to limit its operation, or altogether withdraw it from its accrediting position, its proponents have lauded it for its effectiveness in establishing uniformly high standards for teachers and providing them free movement from state to state.

That the organization has tremendous national power is readily attested:

> . . An increasing number of states has given a quasi-legal status to NCATE . . . . At present about half of the states have given some weight to NCATE-accreditation in their approved-program approach to certification: in at least one state persons graduating from out-of-state NCATE-approved institutions receive automatic certification.[1]

Conant inveighs against its pivotal position in certification, charging NCTEPS with being the political arm of the NEA in effecting state acceptance of NCATE accreditation.[2] Moreover, he would relegate the role of NCATE to an advisory one, whereby it would serve teacher-preparing institutions and local school boards, advising the former how to prepare teachers, and the latter what kinds of teachers to hire. In addition, he recommends that the governing boards of NCATE be significantly broadened to give greater power to representatives of scholarly disciplines and to informed members of the lay public.[3]

What does the future hold for NCATE? It seems unlikely that Conant's proposals regarding its role will be realized. Rather, "the prospect is virtually certain that NCATE will remain THE approved national accrediting agency in the field of teacher education."[4] It is the one

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1. Conant, op. cit., p. 69.
2. Ibid., p. 18.
3. Ibid., p. 69.
4. Wiggins, op. cit., p. 32.

approved national accrediting body for teacher education recognized by the National Commission on Accrediting, the national agency set up to evaluate all professional accrediting agencies. In 1957 the NCA announced that NCATE had the primary responsibility for the accreditation of all programs of teacher education.

While it was agreed at its inception in 1956 that its membership might be revised after some years of experience, the vehemence of its critics may have hastened its present reorganization. In 1961, the NCA appointed a special committee to investigate the operational policies and structure of NCATE. Working with the committee were representatives of the agency being evaluated. In March 1963, the NCA approved the preliminary report of the Special Committee on Accrediting in Teacher Education and adopted several resolutions concerning NCATE. Significant among these were the following:

1. Restatement of NCA policy of the social need for a national accrediting body in teacher education.
2. Enunciation of the policy that the national accrediting body be primarily responsible to the institutions preparing teachers.
3. Continuance of efforts to improve accreditation procedures.
4. Undertaking of studies to develop standards for diverse institutions and programs.
5. Analysis of financial resources required by the accrediting body and the most desirable sources for such financial support.

6. Continuance of NCA recognition of NCATE, dependent on accrediting body's indication of meeting objectives projected by NCA.
7. Continuance of the work of the special committee in discussing revisions in NCATE and in undertaking negotiations leading to the attainment of proposed objectives.[1]

During the year following the 1963 report of NCA, NCATE made serious efforts to study and undertake revisions in its structure and operations. In view of these efforts, the National Commission at its annual meeting in April, 1964, decided to continue its recognition of NCATE, but stated that recognition beyond its next annual meeting would be dependent upon substantial attainment, to the satisfaction of the Commission, of the objectives of the resolutions adopted in 1963.[2] Subject to making further changes in organization, NCATE continues to be on the National Commission's list of recognized accrediting agencies.

Meanwhile an independent and autonomous study, authorized by the commission with financial assistance from the Carnegie Corporation of New York, has further delineated the position of NCATE.[3] This report, assessing the three levels of accreditation that influence teacher education:

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1. W. K. Seldon, Memorandum to Presidents of Member Institutions and Other Interested Individuals, (March 1963), p. 7.
2. National Commission on Accrediting, Reports (April 1965), p. 1.
3. John R. Mayor, Accreditation in Teacher Education: Its Influence on Higher Education, pp. 1-311.

the state, regional associations, and NCATE--maintains that these accrediting groups merit the continuing support of higher education and the public which they serve. With respect to NCATE, this investigation concludes that national teacher accreditation is a social imperative and that its present task is one of reorganizing, strengthening, and improving its machinery.[1] To this end nine specific recommendations are proposed. Furthermore, in view of the desire of the national accrediting agency to give serious consideration to a reevaluation of its structure and financing, procedures and standards, it is recommended that the reevaluation be given precedence in 1965, and even through 1966 if necessary, over its regular accrediting responsibilities.[2]

Reciprocity in Certification

While the topic of NCATE is likely to loom large in any discussion of teacher certification, another facet of the licensing process that elicits both wide interest and heated controversy is that of reciprocity. The status of reciprocity, initially reported by Snyder in 1898, demonstrated that the majority of states did not recognize diplomas from other states; and in some instances, state laws forbade such recognition.[3]

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1. *Ibid.*, p. 228.
2. *Ibid.*, p. 237.
3. Z. K. Snyder, "Reciprocal Recognition of State and Normal School Diplomas," *Journal of Proceedings and Addresses of the Thirty-Seventh Annual Meeting*, 1898, National Education Association, Vol. 37, pp. 451-54.

In time, increasing mobility of population intensified the problem of reciprocity and pointed up the need for some practical solution. One of the several measures taken to alleviate the situation was the formation of regional compacts, whereby states within a limited geographical area mutually respected eligibility for certification on the part of a candidate from any one of the member states. To date, four district regional compacts have been in operation. These include those of the Southern States, the Ohio Valley, the Central States, and the Northeastern States, formerly known as the Eight-State Compact.

A study of reciprocity in the North Central States preceded by more than a decade the beginning of the Central States Compact, established in 1953.[1] In 1940 and 1941 the Subcommittee on Teacher Certification and Accrediting Agencies of the North Central Association conducted a survey on the desirability of state reciprocity in the North Central Territory. Participants in the study included state school officers, members of the staff of teacher education institutions, employing school officials, and representatives of teachers' organizations. The tabulated replies from the questionnaires indicated a universal desire for a workable, acceptable plan for the free, unhampered

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1. John R. Emens, "State Reciprocity in Teacher Certification in North Central Territory," North Central Association Quarterly, Vol. 18 (April 1944), pp. 311-312.

movement of teachers across state lines. The prerequisite for this was deemed to be graduation from accredited teacher-education institutions, having broad and general, yet substantially equivalent patterns of preparation.

Concurring in this view, a contemporary critic, S. L. McGraw recommends that an institution preparing teachers be an "Approved Teacher Education Institution," i.e., one qualified for holding membership in its regional association or in the American Association of Colleges for Teacher Education, and that such approval ". . . should lead to reciprocity of teacher certification between states."[1]

Finis L. Engleman proposes a solution to the problem of reciprocity through the development of common standards for certification. The manner of arriving at these standards would be through the cooperation of state certification authorities of each state, with the advice of national organizations concerned with sound teacher education such as NCATE.[2] Furthermore, he maintains that these common qualifications can be achieved only by ". . . cooperative working relationships between the state agencies and the voluntary professional organizations that help determine the standards of education in the United States."[3]

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1. S. L. McGraw, "State Despotism in Teacher Certification," College and University, Vol. 23 (April 1948), p. 411.
2. Engleman, op. cit., p. 279.
3. Loc. cit.

Though negating the necessity of such an institution as NCATE to achieve reciprocity, Conant recommends the acceptance of similar standards through cooperative action. "It should not be too difficult for state certification authorities to achieve comparable standards by negotiation."[1]

T. M. Stinnett, a national authority on teacher certification, challenges this assumption with much the same reasoning he employs in rejecting Conant's basic answer to the problem of reciprocity, namely that each state endorse the certificates issued in other states. Stinnett maintains that:

> A sustained effort for at least a quarter of a century has been made to attain this seemingly simple goal. We have worked at the task through regional and national meetings of certification directors, and several regional reciprocity compacts have resulted (the Southern Regional Compact, the Ohio Valley Conference on Teacher Education, the New England Compact--now the 11 State Compact--and the Central States Compact). But too much diversity in state requirements still remains. . . . Unless we are to have a national curriculum in teacher education (which many endorse) or a voluntary national plan of certification, there seems to be little likelihood of attaining precise uniformity in certification requirements among the states.[2]

Referring to state endorsement of certificates issued in other states, the same authority declares that while this procedure may seem simple and foolproof, the perspective of history shows that it is not. It was tried over a period of about sixty years. In 1890 New York initiated such a plan. The movement spread, and in about thirty years some thirty-six states were exchanging certificates. Subsequently, however, the practice declined. With the growing realization by individual states of the diversity in minimum requirements among the states and the even greater diversity in the quality of teacher education programs from institution to institution, authorities concluded that they could put little faith in the significance of these certificates. Today not a single state endorses the certificates of another state.[1]

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[1] Conant, op. cit., p. 70.

[2] National Commission on Teacher Education and Professional Standards, "A Symposium on James Bryant Conant's The Education of American Teachers," preprinted from The Journal of Teacher Education, Vol. 15 (1964), p. 43.

In 1957 Clifford N. Pfeltz proposed to investigate the barriers to reciprocity in teacher certification among the forty-eight states and to propose a plan for national reciprocity in elementary teacher certification.[2] Some of the obstacles to the interstate movement of teachers which he cites include: variations in professional educational requirements, diversity in requirements among states, required courses peculiar to a given state, variations in student teaching requirements, variations in

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1. Loc. cit.
2. Clifford N. Pfeltz, A Plan for National Reciprocity in Elementary Teacher Certification in the United States, (Unpublished doctoral dissertation, University of Kansas, 1957), pp. 1-158.

teacher field requirements, legal restrictions, lack of uniform institutional accreditment, and the inflexibility of administration of certification regulations.[1] Subsequently he makes reference to the gradual disappearance of some of the barriers and to the sequence of steps in the development of reciprocal agreements in current use among some of the states. As a workable basis for reciprocity, Pfeltz suggests agreement in a basic pattern and in nomenclature. The major features of his plan include the following:

1. Eligibility restricted to graduates of a four-year elementary-teacher preparatory program in an approved or accredited college or university.
2. Approval or accreditation of the college or university by the State Department of Education, by the regional association, and by the NCATE.
3. Necessity of NCATE accreditation in instances where applicants are moving to or from states which are not in the same regional associations and which are geographically distant from each other.
4. Issuance of only one certificate, with the state having authority to validate the certificate for endorsements in levels of instruction.
5. Term of certificate limited to three years, with states having the right to extend the term.
6. Correction of any deficiency by an applicant within the valid period of the initial certificate.
7. Authority of receiving state to accept or refuse an applicant who has had his certificate revoked or suspended in another state.

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[1] *Ibid.*, p. 7.

8. Maintenance of a list of approved teacher-education colleges and universities by each state, and distribution of list to each state.[1]

The chief means of reciprocity presently in vogue are those based on regional compacts and on the approved-program approach. According to Armstrong and Stinnett, the Southern States Compact and the Ohio Valley Compact are apparently no longer in use, and the Central States Compact is falling into disuse. However, the Northeastern Reciprocity Compact, embracing eleven states, appears to be functioning vigorously:[2]

> Seventeen states reported for 1964 that they are participants in regional reciprocity compacts and 27 states reported some degree of use of NCATE accreditation to facilitate interstate certification of teachers. Thus a total of 44 states have some kind of formal reciprocity procedures.[3]

Despite these arrangements, however, the problem of reciprocity, while alleviated, yet remains. Conant reports that among the sixteen most populous states which his study included, no two states have adopted identical requirements for entry into the profession on either the elementary or secondary level.[4] States differ in the extent of general education and subject-matter specialization required, in the hours of professional education, in the use of examinations, connected with certification, and in the special requirements still imposed by a few states.

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[1] Ibid., "Abstract," pp. 4-6.
[2] Armstrong and Stinnett, op. cit., pp. 16-17.
[3] Ibid., p. 16.
[4] Conant, op. cit., p. 43.

The foregoing concludes the second phase of the chapter on related literature, concerned with contemporary issues in certification. The brief treatment herein tends but to point up the present crises challenging the best minds of professionals and laymen alike to the highest caliber of cooperation as they map out the future of teacher certification.

STATE CERTIFICATION AND CATHOLIC SCHOOLS

While there is an abundance of material on certification in general and on state certification problems in particular, there is a conspicuous dearth of literature on the certification of teachers in Catholic elementary and secondary schools. This, the third section of the review of literature, attempts to present a brief survey of sources related to teacher education and certification within the Catholic setting.

Third Plenary Council of Baltimore

An early reference to certification of Catholic school teachers is the account of the proceedings of the Third Plenary Council of Baltimore (1884) ". . . which enacted positive and final legislation with respect to Catholic education at all levels."[1] Upon the bishops was laid the responsibility of supervising the preparation of the members of religious communities; lay teachers were to be encouraged to frequent pedagogical institutions established for their benefit; and ". . . an elaborate system of certification based upon examination was devised."[1]

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[1] Edward J. Power, Education for American Democracy, p. 151.

Reference to state approval of teachers was made nine years later when the personal legate of Pope Leo XIII presented to the archbishops of America fourteen propositions bearing on education in the United States. For the first time it was recommended, and this by the highest authority in the Church that:

> Catholic teachers should qualify not merely for the episcopal certificate but that 'what are called normal schools should reach such efficiency in preparing teachers of letters, arts, and sciences that their graduates shall not fail to obtain the diploma of the state'.[2]

State Rights in Education

State certification of teachers in nonpublic schools is intimately related to the problem of state rights in education. Dubay questions whether state educational authority includes the right to examine candidates for the work of teaching in private schools together with the right of certifying or not certifying them for such a position.[3] Fundamentally the problem of the right of the state in education resolves itself into the area of philosophy:

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[1] John R. Hagan, "Catholic Teacher Education," Essays on Catholic Education in the United States, Roy J. Deferrari (Editor), p. 235.

[2] Hagan, op. cit., quoting Report of United States Commissioner of Education for 1894-1895, p. 1667.

[3] Thomas Dubay, Philosophy of the State as Educator, p. 141.

> The philosophical investigation breaks up into an inquiry regarding the function of education, which ultimately leads back to the question of the nature of man and his final end; this, in turn, brings up consideration of the relation of the child to the state, the family, the church, and the functions of these three societies in education.[1]

Speaking on this point, Pius XI declared that "in the first place it pertains to the State, in view of the common good to promote in various ways the education and instruction of youth."[2] Subsequently, the same pontiff specified these "various ways": encouraging and assisting the initiative and activity of the Church and the family, supplementing their work whenever this falls short of what is necessary, even by means of its own schools and institutions, and finally:

> Over and above this, the State can exact, and take measures to secure that all its citizens have the necessary knowledge of their civic and political duties, and a certain degree of physical, intellectual and moral culture, which, considering the conditions of our times, is really necessary for the common good.[3]

The complexity of the issue with respect to certification appears to center around the interpretation of the state's right to "take measures" whereby it may be assured that its level of education is conducive to the general welfare.

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[1] Sister Raymond McLaughlin, A History of State Legislation Affecting Private Elementary and Secondary Schools in the United States, 1870-1945, p. 192.

[2] Pius XI, "Christian Education in Youth," Five Great Encyclicals, Gerald C. Treacy (Editor), p. 49.

[3] Loc. cit.

According to a former editor of America, "No power in any American State is plenary."[1] He maintains however, that the most determined defender of parental rights and duties must admit the rights and duties of the state. Premising the state's obligation to provide for the general good, he further asserts that if the state would allow any body of men or women to set themselves up as teachers and to conduct educational establishments at their own good pleasure, it would not be contributing to the common welfare. "In a matter so intimately affecting society, it is the duty of the State to protect children and parents as well as itself."[2] Consequently the state may insist that children be provided with the opportunity of receiving a suitable education, and on this basis, may determine certain standards of training, examine the teaching, and inspect the schools.

Thurston and Roe enunciate the following principle regarding the state and the nonpublic schools:

> The inherent freedoms of our democracy give individuals, groups, and organizations the right to provide at their own expense educational institutions not detrimental to the

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1. "State Rights and Human Rights," (Editorial), America, Vol. 32 (March 1925), p. 567.
2. Loc. cit.

> safety of the state. These institutions must be distinct and independent from the publicly supported and operated state schools, but the state must exercise normal inspection to insure safety of life, quality of instruction, legal competency of teachers, and maintenance of a minimum general program of education.[1]

That there are various interpretations of the state's rights and duties with respect to nonpublic schools is evidenced in the diverse policies of certifying teachers in these schools. Policies range from that requiring certification of all teachers to the practice of not providing certification even upon eligibility and request.

Prospectus of State Certification for Catholic School Teachers

What are some current expressions on the feasibility and prospects of state certification for Catholic school teachers? The report of the 1960 San Diego Conference of the National Commission on Teacher Education and Professional Standards is unqualified in its specification of subjects required to have a teaching license:

> All persons should be licensed who serve in an educational capacity as professional personnel in an organized school or institution of higher learning, in a state system of education, or in a private educational institution providing a parallel or corresponding education service.[2]

In a similar vein, Engleman maintains that "Certification

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1. Lee M. Thurston and William H. Roe, State School Administration, p. 374.
2. National Commission on Teacher Education and Professional Standards, op. cit., p. 279.

should be required of all elementary and secondary teachers, public and private."[1] Furthermore, according to Kinney, "Recent certification revisions indicate some tendency to extend certification to non-tax-supported schools."[2]

Another factor, possibly presaging the extension of state certification in Catholic schools, is the increasingly favorable response it appears to be receiving from diocesan school superintendents. In a recent workshop for these school officers, there emerged from the discussion on diocesan-sponsored certification of teachers, support for the position that "superintendents should insist that all teachers meet all state requirements in respect to degrees and professional courses."[3] It was further agreed that in many cases, state certification for Catholic school teachers had been beneficial. Also denoting interest was the following recommendation: "Each state should be studied carefully in respect to certification, since in some instances certification is a matter of law, and in others a matter of regulation."[4]

Referring to the progressive expansion of parochial schools in this country and the likelihood in the

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1. Engleman, op. cit., p. 280.
2. Kinney, op. cit., p. 18.
3. O'Neil D'Amour and Leo V. Ryan (Editors), Workshop for Superintendents: Proceedings, A Cooperative Project of the Superintendents' Department, National Catholic Education Association and Marquette University, June 24-28, 1963, (Wednesday, June 26 meeting), p. 2. (Mimeographed.)
4. Ibid., p. 6.

near future of a conceivable twenty per cent of school-going population educated outside the state school system, an associate professor of history at Columbia University, Dr. Robert D. Cross, asserts:

> If parochial schools were to educate one-fifth of America's future citizens, almost certainly the government would have to insist on limits of classroom size, the caliber of standards of teacher training; and better instruction in non-religious subjects.[1]

Despite the extension of government control, which presumably would be the price of a much larger parochial school population, Cross adds that among other benefits accruing from private and parochial institutions, they also may be the means of imparting some form of cultural distinctiveness, so necessary in maintaining a liberal, pluralist society in America:

> Indeed, the societal integration and Americanization which previous generations felt could only be inculcated through the public schools is now being done with great effect by such national means as television and motion pictures, and in such places as supermarkets and department stores. Is it not plausible to regard our private and parochial schools as institutions able to impart some small measure of cultural distinctiveness to our industrialized American society, which is becoming an appallingly homogeneous one?[2]

What will characterize the relations between the state and the nonpublic school in the near future? "The schools of every society are a response to the many intellectual, economic, political and social demands that the members of society make upon them."[1] The climate of contemporary times has given birth and nurture to a spirit of ecumenism heretofore unknown. Drawing its strength from sustained dialogue, based on sincerity and mutual respect in the field of religious commitment, this movement has already partially succeeded in bridging gaps of centuries' formation. Moreover, it seems to have provided atmosphere for dialogue between church and state and between public and private education. Openness has begun to replace defensiveness; confidence, suspicion and prejudice; and cooperation, indifference or opposition. In the light of these developments, together with the rapid expansion of parochial schools and the extension of public aid to private education, it seems not unlikely that the subject of certifying teachers in these schools will become the object of increased study and collaboration on the part of educators, the public, and the state. The field seems relatively unexplored.

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[1] Robert D. Cross, "The Big Change in American Schooling," Columbia College Today, Vol. 10 (Spring-Summer 1963), p. 32.

[2] Loc. cit.

This concludes the third and last section of the survey of related literature. The first presented a brief overview of the development of state certification in this country; the second aimed to describe recent research on some current certification problems; and the last proposed

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1. *Ibid.*, p. 29.

to project some of the issues that surround state certification of teachers in Catholic schools.

The following chapter will treat of the subjects, materials, and procedures employed in this study.

CHAPTER III

SUBJECTS, MATERIALS, PROCEDURES

The subjects selected for this study include staff personnel in three educational spheres: the state department, the classroom, and the diocesan office of education. Separate instruments were directed to the chief certification officer in each of the fifty states, a stratified, random sampling of teachers in Catholic elementary and secondary schools, and the diocesan superintendent of each diocese within the fifty states. From these three groups were derived the data forming the basis of this study.

Chief Certification Officers

The purpose of eliciting the aid of the chief certification officer was to determine the policies of state certification in the respective states as these apply to teachers in Catholic schools. Survey of the literature on state certification yielded contradictory findings in some instances on this point. Furthermore, no available source was found which gave a state-by-state delineation of policy for these teachers. Consequently, the state authority considered the most knowledgeable in this area was chosen as the subject to provide this basic data on state policy.

Teachers

Teachers in Catholic elementary and secondary schools comprised the second group of subjects. Their participation in the study was elicited to obtain data on the extent of state certification in Catholic schools, together with the reasons for certification and non-certification as teachers in these schools perceived them. The teachers, numbering approximately 10,000, were chosen on a stratified, random sampling basis.

Diocesan Superintendents

The third and final group of subjects participating in this study were the diocesan superintendents of schools, whose responsibility it is to administer and supervise Catholic schools. They were consulted for their opinions on the favorable and unfavorable factors attending state certification and on the state policy deemed most appropriate for certifying Catholic school teachers. Forms were distributed to 140 of the total 144 chief school officers in the country. Those not included were three superintendents from dioceses listing two such officers and one from the District of Columbia, since this area was excluded from the study of state certification.

MATERIALS

Serving as data-gathering devices for this study were three instruments; a questionnaire,[1] directed to the chief certification officer in each state, a census form,[2] sent to a randomly selected group of teachers in Catholic elementary and secondary schools, and an opinionnaire,[3] forwarded to the diocesan superintendent of schools in each diocese in the fifty states.

In designing and perfecting the instruments, three sources primarily were tapped, namely related literature, expert opinion, and instrument appraisal provided by participants in the pretesting phase of the study. Expert opinion was proffered by recognized authorities in the field of state certification, diocesan superintendents of schools, other professional personnel, and several specialists in the construction of questionnaires.

State-directed Questionnaire

In lieu of a formal pilot study to pretest the state questionnaire, the initial form was personally submitted for review to a nationally recognized authority in state certification, to a chief certification officer, to university staff members, and to other professionals in education. From these sessions, emerged recommendations, which were incorporated into the revision.

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[1] See Appendix A, p. 321.
[2] See Appendix A, p. 322.
[3] See Appendix A, p. 328.

The questionnaire directed to the chief certification officer in each state sought to obtain the following information:

1. The specific policy or policies of certification as applied to Catholic school teachers.
2. The extent of certification provisions, that is, whether it was unlimited as well as limited, and whether it extended to religious as well as lay teachers.
3. The legal or regulatory basis of the policy, together with a brief description of the law or regulation.

School-directed Census Form

Pilot studies were conducted to pretest the other two instruments. The sample for that involving the census form included 257 teachers, elementary and secondary from eleven states, representing each of the eight categories of state policy. Attached to the census form was a note requesting criticism of the form and recommendations for improving it. Information derived from inspection of returns, together with insights yielded by subsequent interviews with local respondents, served as bases for removing ambiguities and generally improving the instrument.

The major divisions of the census form are:

1. A letter to the teachers explaining the study and eliciting their cooperation.
2. A section designed to derive general information on teachers.
3. A section for certified teachers requesting data on the type of certificate in their possession, the factors influencing their certification, and their image of state certification.
4. A section for non-certified teachers, requesting data on the circumstances surrounding their non-certification, together with their image of state certification.

Diocesan-directed Opinionnaire

The procedure employed in pretesting the census form was also utilized in refining the opinionnaire, which was directed to twenty-one assistant superintendents of schools in fifteen dioceses, representing all the categories of state policy. To ascertain whether the responses to the opinionnaire actually expressed their views on state certification, interviews were held with a sample of the respondents from the nearby areas of Connecticut, New Jersey and New York. Their suggestions, together with those submitted with the returns of other respondents not interviewed, were reflected in the revised opinionnaire. The following comprise the major divisions of the opinionnaire:

1. Factors favoring state certification of Catholic school teachers.
2. Factors unfavorable to state certification of these teachers.
3. Factors unfavorable to inaugurating programs of state certification of Catholic school teachers.
4. General opinion on comparison of favorable and unfavorable factors.
5. Policy or policies of state certification considered most appropriate for teachers in Catholic schools.

Following progressive revisions, the instruments were printed for distribution.

PROCEDURES

Utilization of Questionnaire

Basic to the progressive implementation of this investigation was the necessity of delineating the divergent state policies of certification as they applied to teachers in Catholic elementary and secondary schools. The questionnaire designed to gather this information was forwarded with a cover letter[1] to the chief certification officer in each of the fifty states. The names of the respective officers were derived from the 1963-1964 Roster of State Directors of Teacher Education and Certification.[1]

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[1] See Appendix B, p. 336.

Within the following three weeks, thirty-six subjects or seventy-two per cent of the total number of officers replied. A follow-up letter[2] forwarded to the remaining twenty-eight per cent effected a twenty per cent rise in the overall returns, making a total of ninety-two per cent. Additional requests for cooperation gave rise to a one hundred per cent return. In a few instances further contact by correspondence or by phone was initiated to clarify responses that appeared to be misleading.

Utilization of Census Form

Subsequent to the analysis of the questionnaire returns, immediate preparation was made for selecting the sample of elementary and secondary school teachers to be surveyed through the census form. The sampling technique was random and stratified. The criteria for stratification were the state policies as described by the certification officers. These included the following:

1. Mandatory certification.
2. Mandatory certification for accreditation or approval of the school.

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[1] The National Commission on Teacher Education and Professional Standards, 1963-1964 Roster of State Directors of Teacher Education and Certification.

[2] See Appendix C, p. 342.

3. Permissive certification.
4. No provisions for certification.

The states were grouped according to their respective certification policy. Separate divisions were made for elementary and secondary levels, making a total of eight categories. Subsequently the number of Catholic school teachers in each state was ascertained, and these were totaled within each category to determine the per cent of teachers in each of the divisions.

A standard statistical formula was then employed to determine the size of the smallest sub-sample.[1] The number, 384, yielded by computing the formula was accepted

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[1] William G. Cochran, Sampling Techniques, p. 72. In determining the sample size, the following formula was employed:

$$n_p = \frac{Z^2 \text{ pi } (100 - \text{pi})}{E^2}.$$

A ninety-five per cent confidence level was chosen, providing a Z value of 1.96. In determining the pi value, severe limits were imposed through selecting a number whereby the absolute upper limit would be achieved. A pi value of fifty per cent insured a sufficiently large population to develop proper statistics for a sample which would have low error rates for the statistics developed for such a sample. A five per cent error was arbitrarily chosen. Upon substitution, the equation reads:

$$n_p = \frac{(1.96)^2 \; 50 \; (100 - 50)}{5^2}.$$

Computation yields 384.16. This number constitutes the sample size of the smallest sub-sample.

as the sub-sample of the category with the smallest number of teachers, namely the "No Provisions" division on the secondary level. With this as a base, proportionate numbers were chosen for the other three categories. The same procedure was followed on the elementary level, with 495 arbitrarily chosen as the sub-sample for the smallest category on this level.

Following this, listings of Catholic schools within each state were compiled; state listings were grouped according to category of state policy; and schools were numbered for each group or category. This made a total of eight groupings or catalogues, four for the elementary and four for the secondary level.

Because the directories[1] employed in formulating the listings, did not provide statistics on the number of teachers in each school, national averages per elementary and secondary school were computed through data projected in the Summary of Catholic Education 1960 and 1961.[2] These averages were employed to determine the approximate number of schools needed to provide the already designated number of teachers for each sub-sample. The schools were then chosen randomly by using tables of random numbers.[1] After the schools for each sample were thus selected, the number of forms sent to each school was determined by the number of teachers in the respective schools as these were specified in The Official National Catholic Directory.[2]

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[1] National Catholic Educational Association, Directory of Catholic Elementary and Elementary Boarding Schools and National Catholic Welfare Conference, pp. 1-272, A Listing of Catholic Secondary Schools in the U.S.A., pp. 1-60.

[2] National Catholic Welfare Conference, Summary of Catholic Education 1960 and 1961, pp. 1-51.

Through a cover letter,[3] the principal in each school was asked to be the liaison in eliciting the cooperation of the teachers. Enclosed with self-addressed, stamped envelopes for returns, forms were sent to approximately 10,000 elementary and secondary school teachers in approximately 800 schools.

Also accompanying the forms were a letter of endorsement by the Executive Secretary of the National Catholic Educational Association, Right Reverend Monsignor Frederick G. Hochwalt,[4] and a brief explanation of the proposed study.[5]

The following table depicts the sample distribution and the extent of returns.

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1. Mouly, op. cit., pp. 179-180.
2. The Official National Catholic Directory, pp. 11-812.
3. See Appendix B, p. 338.
4. See Appendix B, p. 337.
5. See Appendix A, p. 334.

TABLE I
DISTRIBUTION OF PARTICIPATING TEACHERS AND OF RETURNS BY CATEGORY OF STATE POLICY

State Policies	Elementary			Secondary		
	Teacher Sample	Returns		Teacher Sample	Returns	
		No.	%		No.	%
Mandatory	1100	681	61.9	810	486	60.0
Mand.-Accred.	1045	656	62.8	960	584	60.3
Permissive	2860	1828	63.9	2112	1295	60.8
No Provisions	495	299	60.4	384	241	62.6
Total	5500	3464	62.3*	4266	2606	60.9*

* Asterisks denote mean.

Examination of the teacher census in Catholic elementary and secondary schools revealed that the per cent of teachers in each category on the elementary level closely parallels its counterpart on the secondary level. For example, states mandating certification claim twenty per cent of the 110,076 teachers in Catholic elementary schools; similarly, on the secondary level, this category registers nineteen per cent of the 46,287 teachers.

On each level, the number of teachers included in the sub-sample for each category has the same relationship to the total sample as the total number of teachers in each category has to the population of teachers. As an illustration, 1100 teachers or twenty per cent of the total sample of 5500 elementary school teachers comprises the sub-sample for the mandatory category. This twenty per cent represents the relationship existing between the total 21,595 teachers in the mandatory category and the population of elementary school teachers, 110,076. The same pattern holds for the other categories.

An average slightly above sixty per cent marked the returns of the census forms. This was effected through three follow-up letters.[1] The first, directed to principals in schools of nonrespondents about five weeks after the initial distribution of the census forms, requested that the principals indicate on an enclosed postal card the return of the forms within the next two weeks or the need of another set of forms.

Approximately three weeks later, a second letter followed. After three more weeks, a final follow-up, together with an additional set of census forms was forwarded to the principals in all nonresponding schools.

Examination of initial returns suggested that some few teachers had misinterpreted the instrument by equating state certification with diocesan certification, with holding a baccalaureate degree, or, in one state, with possessing a statement of approval of teaching from the state. While the overall number of such returns was negligible, because they would nonetheless invalidate the data, they were returned for clarification or withdrawn from the study. The former procedure was employed if returns from a particular school appeared to follow a pattern of incorrect response; the latter, if returns included only one or two such responses. Furthermore, the follow-up letters instructed the principals to explain this problem to the teachers in order to prevent the recurrence of misinterpretation.

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[1] See Appendix C, pp. 343-348.

Because proportional sampling among the categories necessitated maintaining this proportion in the analysis of returns, the highest common per cent, namely sixty, was chosen as the most appropriate cut-off point. This per cent represented total replies from the Mandatory division on the secondary level. The highest per cent of returns was 63.9, which came from elementary school teachers in states included in the Permissive category of state policy.

Table II presents the distribution of the census form returns which form the basis of the findings projected in this section of the study.

TABLE II

DISTRIBUTION BY STATE CERTIFICATION POLICY OF PARTICIPATING TEACHERS CONSTITUTING A SIXTY PER CENT RESPONSE

State Policies	Respondents	
	Elementary	Secondary
Mandatory	660	487
Mand.-Accred.	630	577
Permissive	1715	1263
No Provisions	295	231
Total	3300	2558
Per cent of parameter	2.99 %	5.53 %

The total returns on the elementary level represent approximately three per cent of Catholic elementary school teachers in the fifty states, while those on the secondary level constitute about five and one-half per cent of its parameter. Although the samples on both levels form a relatively small per cent of the respective parameters, the precision of the data remains. According to Mouly, ". . . contrary to common belief, the precision of the data is determined by the size of the sample, rather than by the percentage it is of the population."[1] Precision in the determination of the original sample size was achieved by applying a standard formula, previously described in this chapter.

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[1] Mouly, *op. cit.*, pp. 173-74.

Utilization of Opinionnaire

To ascertain the image of state certification for teachers in Catholic schools, held by diocesan superintendents of schools, opinionnaires were directed to the superintendent in each diocese within the fifty states. Listings were obtained through a 1963-64 directory listing superintendents.[1] Because the study concerned itself with state certification, the superintendent of the District of Columbia was not included. Furthermore, to prevent a dual representation from a single diocese, where two superintendents for one diocese were listed, only one was invited to participate. This involved three dioceses. Thus of the total 144 superintendents, 140 received an opinionnaire.

The following table illustrates their distribution and that of responses according to the category of state policy. Because a few states employ separate policies for elementary and secondary schools and the diocesan superintendents were answering for both school levels, another category, that of "Dual Policy" was created to provide for describing their opinions in this phase of the study.

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1. National Catholic Educational Association, Department of School Superintendents, Directory Catholic School Superintendents, Community Supervisors, Other Members--1963-64, pp. 1-20.

TABLE III

DISTRIBUTION OF DIOCESAN SUPERINTENDENTS OF SCHOOLS IN THE FIFTY STATES AND OF RETURNS ACCORDING TO CATEGORY OF STATE POLICY[a]

State Policies	Population Receiving Opinionnaire		Distribution of Returns	
	No.	%	No.	%
Mandatory	28	20.00	25	89.3
Mand.-Accred.	34	24.29	29	85.3
Permissive	58	41.43	45	78.0
No Provisions	10	7.14	9	90.0
Dual Policy	10	7.14	10	100.0
Total	140	100.00	118	84.3*

a. This tabulation excludes four diocesan superintendents of schools as explained previously.

* Asterisk denotes mean.

Accompanying the opinionnaire were a cover letter,[1] the letter of endorsement by Right Reverend Monsignor Frederick G. Hochwalt and the abstract of the proposed study. The initial mailing elicited a response from sixty-five per cent of the superintendents. A follow-up request[2] effected a fifteen per cent increase, and a third[3] brought the total returns to eighty-four per cent.

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[1] See Appendix B, p. 340.

[2] See Appendix C, p. 349.

[3] See Appendix C, p. 350.

Treatment of the Data

Data from the initial instrument employed in this study, that of the questionnaire directed to the chief certification officer in each state, provided criteria for stratification. A stratum or category consisted of all the states having the same policy of certification for teachers in Catholic schools.[1] Elementary and secondary schools were kept distinct in order to provide a discrete description of each as well as comparisons between the two levels.

Information from the census form was subjected to data processing, allowing for single and multiple cross tabulations, along with corresponding frequency units and per cents for each unit. Among the techniques employed in analyzing the data gathered through this form were percentage distribution, rank order, factor indices, and chi-square test of significance.

These techniques also constituted the procedures utilized in treating the data provided by the opinionnaire. In both instances, testing against the null hypothesis served to establish the existence or nonexistence of significant differences between and among responses from the various categories of state policy. In treating opinionnaire returns from the diocesan superintendents, elementary and secondary schools were generally considered together.

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[1] Categories and their abbreviations include the following for both elementary and secondary levels:
M - Mandatory, M-A - Mandatory on the basis of school Accreditation, PER - Permissive, and NP - No Provisions.

Description of the findings emanating from the utilization of the three instruments constitutes the following chapter. Consecutive analysis of data from each form comprises its three major divisions.

CHAPTER IV

ANALYSES OF DATA

This chapter has three major divisions, based on the three instruments employed in the survey. The first section deals with the analysis of responses from the chief certification officers in each of the fifty states. Subdivisions of this section include:

1. Data on the specific state policy or policies of certification as applied to Catholic school teachers.
2. The extent of certification provisions.
3. The legislative or regulatory basis of the provisions.

The second division presents an analysis of returns from teachers in Catholic elementary and secondary schools. The following comprise its areas of primary emphases:

1. The per cent of certified teachers and their types of certificates.
2. The reasons certified and noncertified teachers give for their certification status.
3. The certification image of certified and noncertified teachers.

4. A comparison of elementary and secondary school responses.

The third division concerns the opinions of diocesan superintendents of schools on the following aspects of certification:

1. The favorable and unfavorable factors attending state certification of teachers in Catholic schools.
2. The state policy deemed most appropriate for certifying these teachers.

Throughout the chapter, findings are analyzed within the categories of state policies, as well as on a total-sample basis. In the first and second divisions, which treat elementary and secondary levels separately, elementary school findings are presented immediately before those of the secondary school.

I. ANALYSIS OF RESPONSES FROM CHIEF CERTIFICATION OFFICERS

The general power of the state to provide for education is contained in its fundamental law, the state constitution.[1] To this organic law, all state legislation and local regulations must conform. Regarding education, constitutional provisions vary from state to state, some being brief and general, others being detailed and specific.

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[1] Edward J. Power, Education for American Democracy, p. 93.

All, however, are uniform in that they bear the impress of the fundamental educational policy of the state.

This policy is further expressed through the legislature which both enacts laws, permitting or requiring specific educational practices, and establishes an administrative structure to deal specifically with educational matters. Typically, this structure includes the state board of education, the policy-determining body; the state department of education, responsible for the administration of the rules and regulations of the state board of education as well as the acts of the legislature; and the chief state school officer, the executive officer of the state board of education and the administrative head of the state department of education.

State Certification Policies for Catholic School Teachers

As a general rule, the laws or regulations governing the certification of teachers in the nonpublic schools apply equally to teaching personnel in Catholic schools. It is not uncommon, however, for statutory provisions of individual states to be altogether silent on the question of certifying teachers in nonpublic institutions. Consequently, to ascertain the policy obtaining in each state, the questionnaire, directed to the chief certification officer, listed four certification policies: mandatory, mandatory on the basis of accreditation, permissive, and no provisions.

As defined on the form, the first indicates that certification is required of all teachers in Catholic schools on the elementary or secondary level. The second refers to those situations in which the state requires certification of Catholic school teachers only if the school seeks state accreditation or approval. The third policy, permissive, designates those states in which a certificate is not mandated generally or required for accreditation, but is issued upon voluntary request, provided the applicant is eligible. The fourth and last category describes the position of a state that does not assume responsibility for establishing and maintaining standards for teachers in Catholic schools.

In some states, the certification policy applying to the elementary level differs from that embracing the secondary schools. For example, in Iowa, certification is mandated of teachers in Catholic elementary schools, but it is given on a permissive basis to secondary school teachers who apply and qualify. To provide for specifying such a condition in completing the questionnaire, certification officers were directed to give a separate response for the elementary and secondary levels.

Figure 1 presents the responses of the officers in the fifty states to the question of the certification policy or policies operative in their respective states, as these apply to teachers in Catholic elementary and secondary schools.

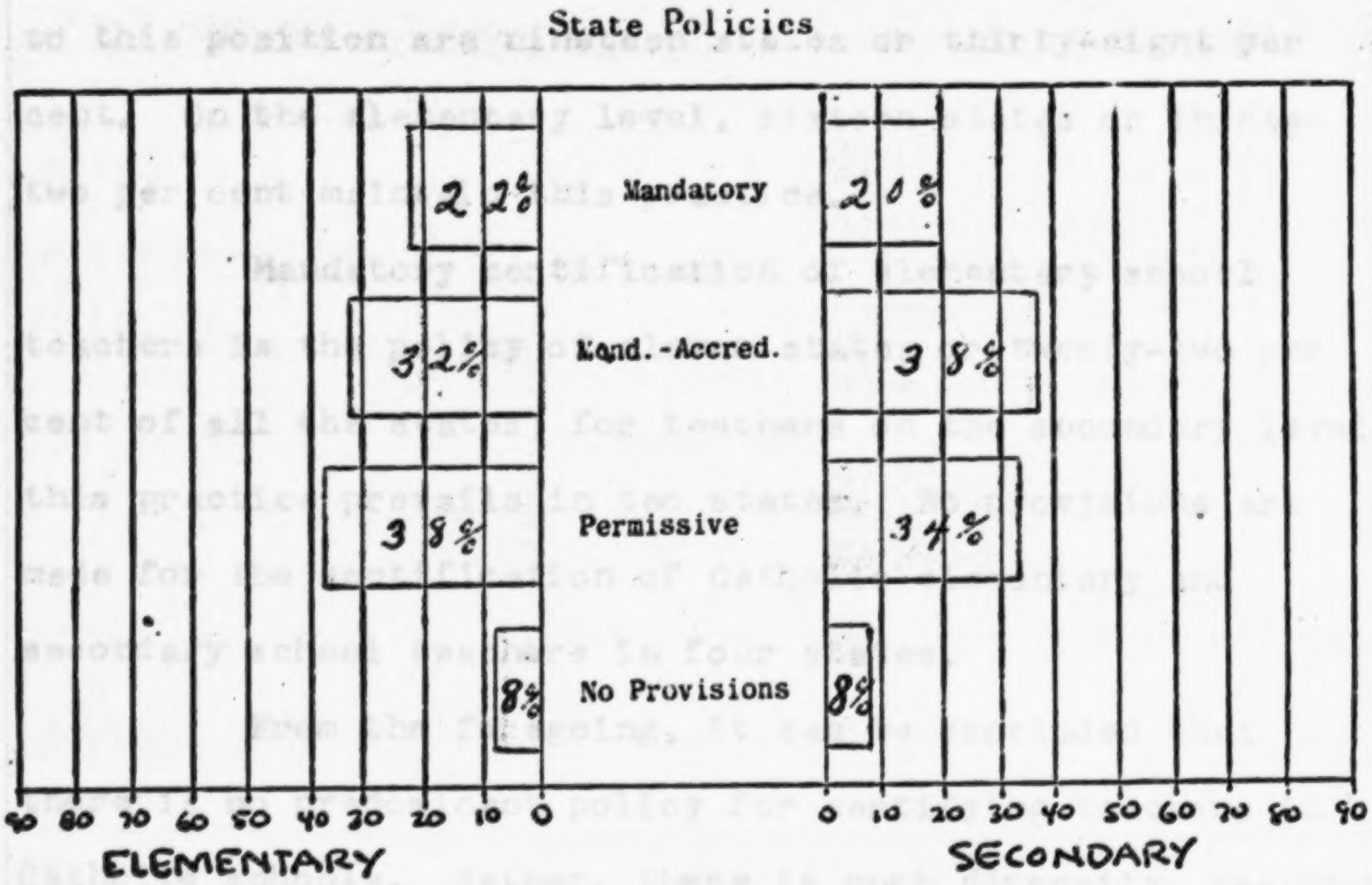

Figure 1. Per Cent of States Subscribing to Various Policies of State Certification for Catholic School Teachers

Inspection of Figure 1 shows that no single certification policy operates in a majority of the states. On the elementary level, the policy most frequently employed is the permissive. Of the fifty states, nineteen states or thirty-eight per cent issue certificates to Catholic elementary school teachers requesting certification when they meet the requirements. On the secondary level this same policy is operative in seventeen states, totaling thirty-four per cent.

The policy most often utilized in the certification of secondary school teachers is that of mandating certification if the school seeks accreditation. Adhering to this position are nineteen states or thirty-eight per cent. On the elementary level, sixteen states or thirty-two per cent maintain this practice.

Mandatory certification of elementary school teachers is the policy of eleven states or twenty-two per cent of all the states; for teachers on the secondary level, this practice prevails in ten states. No provisions are made for the certification of Catholic elementary and secondary school teachers in four states.

From the foregoing, it can be concluded that there is no predominant policy for certifying teachers in Catholic schools. Rather, there is much diversity, reaching polar extremities, with no provisions for certification in a few states and a mandatory policy obtaining in others.

The second category of policy, that of mandating certification for school accreditation, has a certain element of binding force in it, since the state requires that if the school seeks to be numbered among its institutions meriting a special mark of approbation, its teachers must be certified. The states subscribing to a mandatory-accreditation policy, in combination with states mandating certification irrespective of seeking accreditation, constitute more than half the states.

The mandatcry-accreditation policy, likewise has within it an element of permissiveness, since in most states, state accreditation of Catholic schools is optional.

The number of states following this policy, in combination with those maintaining a completely permissive position totals more than two-thirds of all the states. A state-by-state presentation of certification policies follows in Table IV.

TABLE IV

STATE-BY-STATE POLICY OF CERTIFICATION OF CATHOLIC SCHOOL TEACHERS[a]

States	Elementary				Secondary			
	M	M-A	PER	NP	M	M-A	PER	NP
Alabama	X				X			
Alaska	X				X			
Arizona		X				X		
Arkansas			X				X	
California			X				X	
Colorado		X				X		
Connecticut[b]			X				X	
Delaware				X				X
Florida		X				X		
Georgia		X				X		
Hawaii[c]			X				X	
Idaho	X				X			
Illinois		X				X		
Indiana		X				X		
Iowa	X						X	
Kansas		X				X		
Kentucky			X			X		
Louisiana	X				X			

TABLE IV (continued)

States	Elementary				Secondary			
	M	M-A	PER	NP	M	M-A	PER	NP
Maine[d]	X				X			
Maryland			X				X	
Massachusetts			X				X	
Michigan[d]	X				X			
Minnesota[b]			X				X	
Mississippi		X				X		
Missouri				X				X
Montana		X				X		
Nebraska	X				X			
Nevada			X				X	
New Hampshire		X				X		
New Jersey				X				X
New York			X				X	
New Mexico		X				X		
North Carolina		X				X		
North Dakota		X				X		
Ohio	X				X			
Oklahoma		X				X		
Oregon			X			X		
Pennsylvania			X				X	
Rhode Island			X				X	
South Carolina			X				X	
South Dakota	X				X			
Tennessee		X				X		
Texas			X				X	
Utah			X				X	

TABLE IV (Continued)

States	Elementary				Secondary			
	M	M-A	PER	NP	M	M-A	PER	NP
Vermont[e]				X				X
Virginia			X			X		
Washington	X				X			
West Virginia		X				X		
Wisconsin[b]			X				X	
Wyoming			X				X	

a. Abbreviations for categories of state policy include the following: M - Mandatory, M-A - Mandatory on the basis of school Accreditation, PER - Permissive, and NP - No Provisions.

b. Full or unlimited certification requires public school experience.

c. According to the Revised Laws of Hawaii, 1955, "No person shall serve as a teacher in any school (public and private) without first having obtained a certificate from the department . . . in such form as the department determines." However, the Department of Education has not to date adopted any regulation for the enforcement of the above, and a token license is issued to all non-public school teachers.

d. Certification is required of staff teaching children of compulsory school age; strictly speaking, this does not necessarily cover all the students on the secondary level; nevertheless, for the purposes of this study, teachers on both levels are included in the mandatory category.

e. Vermont will certify lay teachers in Catholic schools as an "accommodation," but in the present study, this state is included in the No Provisions category because eighty-seven per cent of the teachers in the Catholic elementary schools are religious teachers (277 of 317) and seventy-four per cent of the teachers on the secondary level are religious teachers (128 of 174).

Noteworthy is the observation that in a few instances, the chief certification officer appeared to experience some difficulty in specifying the state certification policy applicable to Catholic school teachers within his state. For example, in one state, the respondent specified "No Provisions" for certifying teachers on the secondary level. Subsequently a pilot study seeking information from teachers within that state indicated to the contrary that a number of secondary staff actually held certificates. A second inquiry was then directed to the certification officer with an explanation of these circumstances. In his reply, a "permissive," rather than a "no provisions" policy for secondary personnel in Catholic schools was specified.

In another state, the respondent did not complete the questionnaire initially, but forwarded it to the diocesan school superintendent. Upon the superintendent's return of the form, a second communication was directed to the state certification officer, who in reply wrote a lengthy letter attempting to explain the somewhat involved provisions for certifying teachers in Catholic schools within his state. From the description, it appeared that the policy was permissive, but to settle the question definitively, the officer was contacted by phone. This communication made it clear that the state did provide certification for teachers requesting it, but that if a school sought state approval, certification of its teachers was mandatory. One aspect of the problem was that to date, no teacher from a Catholic elementary school had applied for certification. In this particular state, which included only one diocese, a certification program sponsored by the diocese was in operation.

Clarification by phone was deemed necessary in three additional instances. Moreover, in several other cases, follow-up letters were required to obtain a sufficiently conclusive delineation of the certification policy. It may well be that in some states, due to the infrequency of application for certification by Catholic school teachers, there is no formal expression of policy or the policy is not readily understood. It is plausible also that the chief certification officer has not been approached with this inquiry. Furthermore, it is likely that in some instances the church-state issue predisposes the state to be silent on this point. Similarly, knowing that school laicization has stifled the work of denominational schools in other countries may have promoted on the part of some church authorities passivity or positive opposition to the exercise of state authority in education.

While the history of the Catholic school system in the United States gives incontestable evidence of the unfailing dedication of its personnel to the education of its members, it is nonetheless true that without the exercise of authority from the state, channeled through the diocesan school office, or lacking this, the exercise of authority through a strong diocesan school office, the staffing of Catholic schools would have no systematic control.

It is also possible that the state is reluctant to add to its already heavy burden, the added work and cost that general certification of Catholic school teachers would require. Nevertheless, it seems that the overall responsibility of the state to promote an educated citizenry includes supervision of the teaching staff in Catholic schools and the maintenance of an up-to-date deposit of information on these teachers. Likewise, respect for the state in carrying out its educational duties makes it obligatory for administrators and teachers in Catholic schools to collaborate with the state in establishing minimum standards for teachers and in complying voluntarily with these requirements.

Extent of Certification Provisions

In the construction of the questionnaire, it was assumed that if the certification policy of the state were either mandatory or mandatory on the basis of accreditation, its provisions would be unrestricted; that is, an applicant could qualify for full certification. In the Permissive and No Provisions categories, however, provision was made in the instrument for the respondent to indicate the extent of state certification accorded Catholic school teachers. Within the Permissive section, two divisions were made, one allowing for restricted certification, and the other for full or unrestricted certification. Moreover, under each of these divisions, were the subdivisions of lay teachers and teachers belonging to religious communities. Subsumed under the No Provisions category were the same subdivisions.

In responding to these items, the certification officers in all but three Permissive states indicated that certification is provided for both lay and religious on a limited as well as an unlimited basis. The three states taking exception to this arrangement are Connecticut, Minnesota, and Wisconsin, where certification is not provided on an unlimited basis unless the applicant has teaching experience in a public school. In effect, this stipulation precludes the recognition of teaching experience in the nonpublic school and simultaneously curtails or eliminates altogether the possibility of religious teachers achieving full certification. Apparently this practice would tend to discourage the transfer of lay teachers from nonpublic to public schools, since their former teaching experience, no matter how thorough or extensive, would arbitrarily be discounted. This stipulation seems discriminatory and an infringement of the liberty of exercising free choice in the matter of employment.

In the No Provisions category, regulations apply equally to lay and religious, with the exception of one state. The questionnaire return from Vermont stated that "certificates to teachers in private schools (including lay teachers in church-related schools) are issued on request if candidate is eligible, as an accommodation."[1]

This practice also seems discriminatory since it automatically disqualifies a religious teacher. Such a one is ineligible for state certification irrespective of her preparation for the profession.

In three other states included in the No Provisions category, the policy is to certify only public elementary and secondary school teachers. Thus, the certification officer from Delaware indicated by way of explanation, "Public schools only."[2] The New Jersey officer specified, "New Jersey does not issue certificates for use in any private school."[3] Missouri's official representative stated:

> Our powers are limited to certification of teachers in public schools only. What is not expressly stipulated by law, we are not to do. In other words, we cannot assume we have the power to supervise, restrict,

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[1] Statement by Newton Baker, Director, Division of Professional Services, State Department of Education, Montpelier, Vermont, questionnaire.

[2] Statement by Elizabeth C. Lloyd, Director of Teacher Education and Certification, State Department of Public Instruction, Dover, Delaware, questionnaire.

[3] Statement by Allan F. Rosebrock, Director, Teacher Education and Certification, State Department of Education, Trenton, New Jersey, questionnaire.

stipulate course requirements or control the certification of parochial schools or their teachers.[1]

In not providing certification for teachers in Catholic schools, who in teaching, are rendering a decided service to the state, it appears that the latter not only renders a disservice to these teachers, but also shuns a facet of its educational responsibilities.

Basis of Certification Provisions

As an aspect of education, teacher certification is the responsibility of the state legislature and the administrative structure which the legislature establishes. In every state there are legal provisions requiring certification of all teachers in public elementary and secondary schools. The substance of the statutory provisions directly related to certification vary in each state. Some attempt to cover the subject matter in a brief section of their respective codes while other states legislate more extensively. The complexities of the process of certification, nevertheless, tend to render its administration through legislation impractical. Hence, the practice of the legislature is to delegate the authority to formulate rules and regulations for certification to state administrative agencies. The agency typically charged with policy-making in this matter is the state board of education and the administration of the requirements is ordinarily a responsibility of an agency of the state department of education.

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[1] Statement by Paul Greene, Director of Teacher Education and Certification, State Department of Education, Jefferson City, Missouri, questionnaire.

While statutory provisions exist in every state for the certification of teachers in the public schools, most of the states do not make specific reference in their laws to the certification of staff in the nonpublic schools. Consequently, the policies to which they subscribe in the certification of these teachers usually emanate from the state educational agency or officer charged with teacher certification. In most instances no distinction is made between the private and the church-related schools.

To procure information on the basis of the certification policy to which each state adheres, the questionnaire instructed the chief certification officer to indicate the nature of the certification policy and to give a brief summary of the law or regulation. On this point, chief certification officers varied in their interpretations. In some cases, they specified a law that referred explicitly and exclusively to public school teachers. Others, apparently answering with reference to specific requirements for certification, rather than the policy under which certification was being provided, noted, "No difference between public and nonpublic schools."

The ultimate basis of any state certification policy for teachers is, of course legal, since the state has legal supremacy in education. The immediate medium, however, through which the state's position is expressed can be legislative and regulatory. Furthermore, the regulatory nature can be formal and informal. Because the certification officers responded to the question regarding the basis of the certification provisions of their state with varying interpretations, the following designations were devised so that a consistent delineation of policy bases might be achieved:

1. Legislative by State
    a. Specific--responses citing a state law that specifies the requirement of certification of nonpublic school teachers. This law may be subsumed under teacher certification, compulsory attendance, or powers of the state board.
    b. General--responses citing a state law that employs a general term as "all" teachers or simply "teachers" and, at the same time, mandates certification of nonpublic as well as of public school personnel.
2. Regulatory by State Agency or Officer
    a. Responses citing a law that has specific reference only to public school personnel.

b. Responses from the No Provisions category, citing a law that makes no specific reference to withholding certification from teachers in Catholic schools.

c. Responses specifying or implying a regulatory basis.

d. Responses indicating neither legislative nor regulatory basis, but a practice or position, lacking formal expression.

Table V depicts the distribution of the policy bases regulating the certification of teachers in Catholic schools according to the category of state certification policy.

TABLE V

BASES OF STATE POLICY FOR CERTIFYING TEACHERS IN CATHOLIC SCHOOLS[a]

Bases	Elementary					Secondary				
	M	M-A	PER	NP	Total	M	M-A	PER	NP	Total
Legislative	9				9	7				7
Regulatory	2	16	19	4	41	3	19	17	4	43
Total					50					50

a. Abbreviations for categories of state policy are identical with those used in Table IV.

The state policies for certifying teachers in Catholic elementary and secondary schools which are formally expressed in the law are limited to states mandating certification. Of the eleven states stipulating certification for elementary school teachers in the nonpublic schools, the following have this prescription in their school code: Alabama, Alaska, Idaho, Iowa, Michigan, Nebraska, Ohio, South Dakota, and Washington. With the exception of Idaho and Washington, which employ general terms in the law, all of the aforementioned states, in specifying certification of teachers in the nonpublic schools, use one or more of the following expressions: "private," "denominational," "parochial."

In two other states, Maine and Louisiana, certification is mandated for teachers in nonpublic elementary and secondary schools, not by law, but by regulation. A third state, Michigan makes certification of elementary school teachers mandatory by law, whereas it extends this policy to the secondary school level by a regulation of the State Board of Education, which interprets "school" as used in the compulsory attendance law as one having a properly qualified or certified teacher.[1]

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[1] Letter from Eugene Richardson, Consultant for Higher Education and Certification, Department of Public Instruction, Lansing, Michigan, April 8, 1964.

Of the ten states mandating certification of teachers in nonpublic schools on the secondary level, the following include this prescription in their school code: Alabama, Alaska, Idaho, Nebraska, Ohio, South Dakota, and Washington. The law expressing this position is the same as that obtaining for teachers on the elementary level. As mentioned previously, three states make certification mandatory for secondary school teachers by regulation. The state of Iowa, while legally requiring certification for Catholic elementary school teachers, offers it by regulation on a permissive basis to teachers on the secondary level.

The policy of requiring teacher certification if the school seeks accreditation or approval is regulatory, rather than legislative. This position obtains in sixteen states on the elementary level and nineteen on the secondary level. Likewise, all the states providing certification permissively, do so by regulation. This accounts for the practice in certifying elementary school teachers in nineteen states and teachers on the secondary level in seventeen states.

In some instances, responses of certification officers made it clear that a specific regulation had not been formulated. For example, the respondent from Arkansas noted, "Common consent--No law or regulation, just a habit."[1] Similarly, the officer from Connecticut stated:

> There is no provision in statute nor [sic] regulation applying to teachers in Catholic or other nonpublic schools. Candidates meeting state requirements may apply for, and be certified; but unless they have three years successful experience and meet the academic requirements for the continuing certificate, none can be issued. Experience in the nonpublic school is not accepted.[2]

On the same point of a basis for certification policy, the questionnaire return from Hawaii stated, "By practice, no regulation."[3] Likewise, that from Nevada explained that there is "no formal policy statement by State Board of Education on certification of teachers in Catholic schools."[4] Nevada, however, does have a law which renders educational institutions conducted by religious organizations exempt from State Department of Education regulations.[5]

The four states having no provisions for certifying either elementary or secondary school teachers in

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[1] Statement from J. H. Wasson, Assistant Commissioner for Instructional Services, State Department of Education, Little Rock, Arkansas, questionnaire.

[2] Statement from Willis H. Umberger, Chief of the Bureau of Federal-State-Local Relations, Hartford, Connecticut, questionnaire.

[3] Statement from Richard K. Mizuta, Staff Specialist, Accreditation and Private School Licensing, State Department of Education, Honolulu, Hawaii, questionnaire.

[4] Questionnaire return from E. A. Haglund, Deputy Superintendent, State Department of Education, Carson City, Nevada.

[5] Loc. cit.

Catholic schools do so by regulation rather than by code legislation. Respondents from two states in this category however, specified laws that do not of themselves preclude the certification of teachers in Catholic schools. The citation specified by the officer from Delaware states, "the general administration of the free public schools and of the educational interests of the State shall be vested in a State Board of Education."[1] The element of "educational interests of the State" would seem to include, rather than preclude, the certification of Catholic school teachers. Another reference relates to the appointment, term, salary, qualifications, removal and vacancy of the superintendent of public instruction, and appears to have no direct relevance to the issue of certification.

The law referred to by the Director of Teacher Education and Certification from Missouri concerns directly the power and duties of the state board. Regarding certification, it says that the state board shall:

> Grant, without fee, certificates of qualification and licenses to teach in any of the public schools of the state, establish requirements therefor, formulate regulations governing the issuance thereof, to cause the certificates to be revoked for the reasons and in the manner provided in this section 168.071.[2]

While this law specifies certification of teachers in the

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1. Delaware Code Annotated 1953, Vol. 8, sec. 101.
2. Vernon's Annotated Missouri Statutes: School Code of 1963, Sec. 161.092.

public schools, it does not in itself preclude the certification of nonpublic school personnel.

Additional information on the situation in Missouri can be gleaned from a letter written by the certification officer in answer to a request for certification by a religious employed in a St. Louis school. The following is an excerpt from the letter, dated October 31, 1963:

> Since the State Board of Education is authorized to certificate only teachers of public schools or those who are eligible to teach in the public schools, it appears to us that we cannot issue you a certificate. This is because of the Missouri Supreme Court Decision 260 SW2d 573.[1]

A thorough review of Decision 260 SW2d, however, reveals no reference to the position of not providing certification for teachers in Catholic schools.[2] Furthermore, the Missouri School Code contains no specific law banning certification of teachers in Catholic schools. It seems, therefore, that the stipulation is regulatory rather than legislative.

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[1] See Appendix D, p. 352.

[2] The case concerns a suit by taxpayers against public school districts, their officers, and county treasurer for alleged illegal expenditure of public tax monies for the maintenance and administration of two schools, designated as public but allegedly parochial. In 1931 these schools, which were sectarian in their origin, began to be used by public school districts. Religious teachers continued to staff them. This arrangement appears to have been satisfactory for approximately two decades. The court decision of June 8, 1953, however, supporting the plaintiffs' allegations, held that evidence warranted conclusion that the schools in question were not in effect free public schools entitled to support by public funds. (South Western Reporter, Second Series, Vol. 260: St. Paul, Minn., 1953).

The officer from New Jersey did not specify the basis of the state policy adopted in this state, but rather implied that it was regulatory in his statement that "New Jersey does not issue certificates for use in any private school." Investigation of the school section of the New Jersey Statutes Annotated: 1964 Cumulative Supplement shows that certification laws refer to public school personnel only.[1]

The citation provided from the Director of the Division of Professional Services in Vermont indicated that the certification law refers specifically to public school teachers. It stipulates that "a person shall not teach in a public school without having a certificate then in force. A certificate shall not be issued to a person under seventeen years of age."[2]

Section 1691 of the Vermont Statutes, also cited, relates to certification. It specifies the following:

> The board of education shall provide for the examination and certification of teachers, appoint times and places of examination, designate the examiners, fix the standards required for certification, classify the grades of certificates to be granted, prepare and procure the printing of questions for such examinations and forms for teachers' certificates, and make all necessary regulations for such examinations and certification and for the revocation of certificates, and all expenses connected with

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1. New Jersey Statutes Annotated: 1964 Cumulative Supplement, Sec. 18.
2. Vermont Statutes Annotated 1959, Sec. 1692.

> such examination and certification shall be paid by the state.[1]

Thus in Vermont, the practice of certifying only lay teachers in Catholic schools appears to be the result of state agency regulation rather than specific legislation.

Regarding the basis of the state policy for certifying teachers in Catholic schools, it may be said that in general states mandating certification of these teachers tend to express this through specific legislation, whereas those mandating certification on the basis of accreditation, those providing it on a permissive basis or having no provisions for certifying teachers in Catholic schools, tend to do so by regulation, formal or informal. Furthermore, in every instance, states mandating certification through legislation, have in the law an express statement of their position on certifying teachers in Catholic schools. States operating on a regulatory basis, however, in some instances, lack a formal specification of their respective policy for certifying these teachers.

The following observations summarize the findings emerging primarily through analysis of responses from the chief certification officers:

1. No one of the four categories of state policies applies to a majority of the fifty states.

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[1] Ibid., Sec. 1961.

2. Mandatory certification of teachers in Catholic elementary schools is the policy in eleven states; this policy obtains in ten states for secondary school teachers.
3. Mandatory certification of Catholic elementary school teachers in schools seeking or maintaining state accreditation is the policy of sixteen states; on the secondary level this policy obtains in nineteen states.
4. A permissive policy of certification for teachers in Catholic elementary schools obtains in nineteen states and for secondary school teachers in seventeen states.
5. In four states, there are no provisions for certifying teachers in Catholic elementary and secondary schools.
6. For unrestricted or full certification, three states require teaching experience in the public school.
7. In four states, there is one policy for certifying teachers in Catholic

elementary schools and another for certifying teachers on the secondary level.

8. In at least five states, there appears to be no clear delineation of policy for certifying teachers in Catholic schools; this condition seems to apply particularly, though not exclusively, to elementary schools.
9. Only nine states make specific or general reference in their school law to the certification of teachers in private and church-related schools. In two states, the legislation applies to the elementary level only, while in the remaining seven, it refers to teachers in both elementary and secondary schools.
10. In every instance, the states having laws referring to the certification of teachers in nonpublic schools are states mandating certification of these teachers.
11. In forty-one and forty-three states respectively, state agency regulations,

formal or informal, constitute the policy basis for certifying teachers in nonpublic elementary and secondary schools.

This concludes the analysis of data from the questionnaire directed to the chief certification officer in each of the fifty states. In summary, the first section treated the certification policies operating in the fifty states as these related to teachers in Catholic schools; the second, the extent of certification provisions for these teachers; and the third, the legislative or regulatory basis of the current policy. The following division of Chapter IV concerns the analysis of census form responses submitted by teachers in Catholic elementary and secondary schools.

II. ANALYSIS OF RESPONSES FROM ELEMENTARY AND SECONDARY SCHOOL TEACHERS

The second major division of this chapter presents the analysis of data from the census form returns. As described in Chapter III, these forms were directed to approximately 10,000 elementary and secondary school teachers in a random sample of 800 Catholic schools.[1]

Chief subdivisions of the census form include:

1. General description of participating teachers.
2. Delineation of their certification status.
3. Factors bringing about their state certification.
4. Certification image of certified teachers.
5. Obstacles to state certification as perceived by noncertified teachers.
6. Certification image of noncertified teachers.
7. Comparison of certification images held by certified and noncertified teachers.

In presenting the analysis of data from each of the above sections, secondary school findings immediately follow those of the elementary school. Descriptions are based on a sixty per cent return as illustrated in Table II.[1]

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[1] See Chapter III, pp. 69-72.

As indicated in Chapter III, both elementary and secondary levels are divided according to category of state policy. For example, responses from all elementary school teachers in states mandating certification have been grouped for analysis and comparison with the Mandatory-Accreditation, Permissive, and No Provisions categories. Because proportionate sampling was employed, the number of teachers from each category or sub-sample varies. Determination of the sub-samples was effected in the following way:

1. Determining the total number of teachers in each category.
2. Ascertaining the relationship between the number of teachers included in each category and the total number of teachers in all the categories.
3. Establishing the smallest sub-sample through a standardized formula.
4. Choosing proportionate sub-samples for the other three categories, the proportion maintained being identical with that ascertained in step two.

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[1] See Table II, p. 76.

This procedure was employed individually for elementary and secondary levels. The following figure, based on the relation between the population of Catholic school teachers in each category of state policy to the parameter of teachers reflects simultaneously the proportionate extent of teacher representation in this survey for each of the categories.[1]

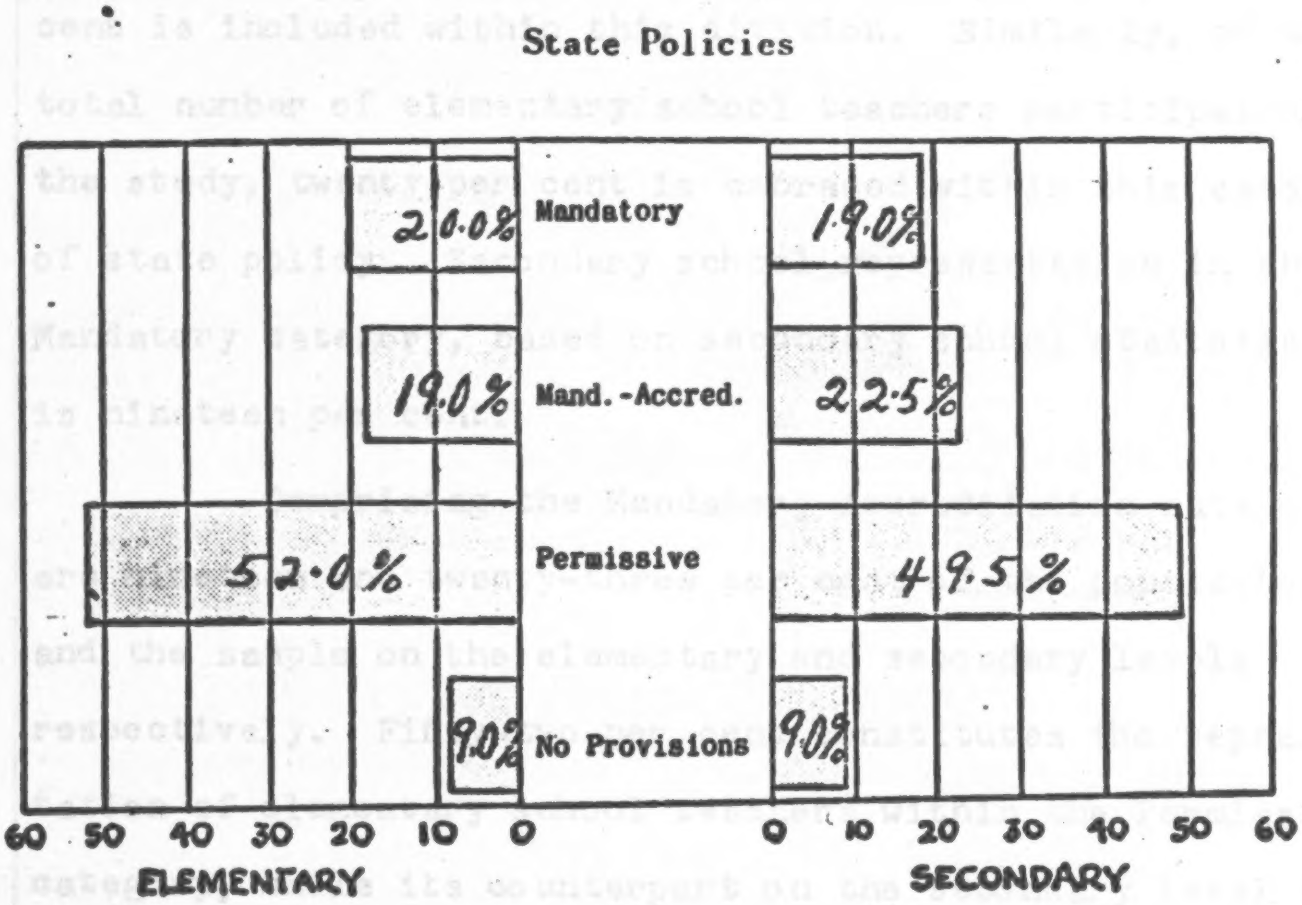

Figure 2. Per Cent of Total Catholic School Teachers Within Each Category of State Policy and of Total Sample Within Each Sub-sample of Participants

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[1] Basic data for this figure were taken from Summary of Catholic Education 1960 and 1961, National Catholic Welfare Conference, pp. 38-47.

Figure 2 demonstrates a rather close parallel between the respective per cents on both levels. Each per cent represents both the extent of all Catholic school teachers included within each category of state policy and the extent of the total teacher sample within the respective division. For example, the bar representing the Mandatory category on the elementary level, indicates that of the 110,076 teachers in Catholic elementary schools, twenty per cent is included within this division. Similarly, of the total number of elementary school teachers participating in the study, twenty per cent is embraced within this category of state policy. Secondary school representation in the Mandatory category, based on secondary school statistics, is nineteen per cent.

Comprising the Mandatory-Accreditation category are nineteen and twenty-three per cent of the population and the sample on the elementary and secondary levels respectively. Fifty-two per cent constitutes the representation of elementary school teachers within the Permissive category, while its counterpart on the secondary level is fifty per cent. The smallest sample, totaling nine per cent on each level, reflects the No Provisions category. This data suggests that the distribution of elementary school teachers among the diverse categories approximates that of the secondary level.

General Description of Participating Teachers

Staff personnel, lay and religious, are included in the survey. No attempt was made to isolate either group. Rather, the census forms were distributed to all teachers within randomly selected schools and data analyzed on composite returns. Table VI depicts the distribution of religious and lay faculty participating in the study.

TABLE VI

DISTRIBUTION OF RELIGIOUS AND LAY FACULTY PARTICIPATING IN THE STUDY

	Grade Levels			
	Elementary		Secondary	
	No.	%	No.	%
Religious	2330	71.4	1814	71.5
Lay	932	28.6	723	28.5
Total	3262	100.0	2537	100.0
Nonresponses	38	1.2	21	.8
Total Sample	3300		2558	

Of the 3262 elementary school teachers responding to this item, religious staff constituted 71.4 per cent, while lay teachers comprised 28.6 per cent. On the secondary level, religious and lay teachers totaled 71.5 and 28.5 per cents respectively. These distributions on both levels approximate the national figures representing the population of Catholic school teachers.[1] Moreover, there was a preponderance of women faculty in both elementary and secondary schools. In the latter, however, the number of male lay faculty exceeded that of women lay faculty. This pattern also reflects generally the national distribution of men and women personnel in Catholic schools.[2]

Respondents to the census form ranged in teaching experience from fewer than four years to more than twenty. Table VII illustrates this distribution.

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1. Summary of Catholic Education 1962 and 1963, published by the National Catholic Welfare Conference, Washington, D. C., gives the following information: "The 1963 survey shows a total of 115, 468 teachers staffing the 10,775 elementary schools. . . . Religious teachers in this latest survey comprise 66.8 per cent and lay teachers 33.2 per cent of the total. . . . The total number of teachers employed in the 2, 430 secondary schools reporting in 1963 is 51,038. . . . Religious teachers comprise 69.4 per cent and lay teachers, 30.6 per cent of the total.", pp. 41, 31.
2. Figures presented on pages forty-seven and thirty-nine respectively of Summary of Catholic Education 1962 and 1963 give the following data on faculty in elementary and secondary schools. Elementary: Religious women - 75,867, Laywomen - 35,731, Priests - 580, Brothers - 666, Laymen - 2,624. Secondary Level figures include: Religious women - 22,893, Laywomen 6,809, Priests - 8,134, Brothers - 4,409, and Laymen - 8,793.

TABLE VII

DISTRIBUTION OF PARTICIPATING TEACHERS ACCORDING TO YEARS OF TEACHING EXPERIENCE

Years of Teaching	Grade Levels			
	Elementary		Secondary	
	No.	%	No.	%
0 - 4	888	27.1	625	24.5
5 - 9	600	18.3	433	17.0
10 - 19	754	23.0	547	21.5
20 - over	1033	31.5	944	37.0
Total	3275	100.0	2549	100.0
Nonresponse	25	.8	9	.4

On both elementary and secondary levels, participants having twenty years or more of teaching experience predominated. Included in this grouping were thirty-two and thirty-seven per cent of the respondents respectively. Similarly, the smallest number for each level was in an identical experience range, that of the five-nine year grouping. Furthermore, there appeared to be no extreme variations among experience distributions on either the elementary or secondary level.

Delineation of Certification Status of Teachers in Catholic Schools

One of the primary objectives of this survey was the collection of data on the extent of state certification in Catholic schools. Prior to the formulation of the census form, contacts were made with state departments of education in a few states and with diocesan school office personnel to learn if the desired data could be procured in their respective offices. In every instance, it was made clear that no such information was generally available. The only remaining medium was contact with the teachers themselves.

A major item on this instrument elicited information on the present certification status of the participants. Figure 3 illustrates the general distribution of responses to this inquiry.

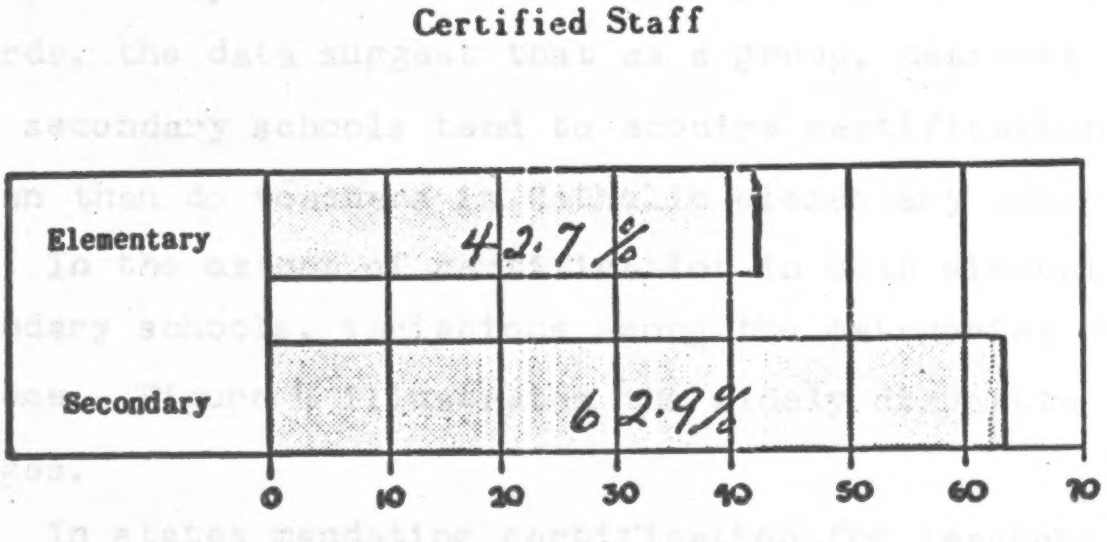

Figure 3. *Per Cent of Catholic School Teachers Holding State Certificates*

Approximately forty-three per cent of the participating teachers in Catholic elementary schools indicated that they held state certificates, while sixty-three per cent of the teaching staff in Catholic secondary schools registered the same response. These figures appear noteworthy when one observes that most of the states do not require certification of Catholic school teachers. Moreover, these findings demand qualification of the hypothesis which maintained that the majority of teachers in Catholic schools lacked certification. From the data it appears that while the majority of teachers in Catholic elementary schools lack certification, secondary school teachers are certified by more than a majority. Furthermore, a significant difference, beyond the .001 level of confidence, exists in the extent of certification in elementary and secondary schools as reflected by teachers participating in this survey.[1] Thus, if the comparison presently under examination, were replicated one thousand times, the observed difference would be likely to occur by chance in less than one instance. In other words, the data suggest that as a group, teachers in Catholic secondary schools tend to acquire certification more often than do teachers in Catholic elementary schools.

In the extent of certification in both elementary and secondary schools, variations among the categories were in evidence. Figure 4 illustrates the widely disparate percentages.

In states mandating certification for teachers in Catholic elementary schools, eighty-five per cent of the participating teachers specified that they held certificates, while in states mandating certification only on the basis of accreditation, only forty-one per cent of the teaching staff on the elementary level indicated that they were certified.

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[1] See Appendix E, p. 355.

Certified teachers in states providing for certification on a permissive basis constituted thirty-two per cent of the respondents within these states. The lowest quota of certified teachers in elementary schools was in the No Provisions category, where sixteen per cent of the respondents registered an affirmative reply.[1]

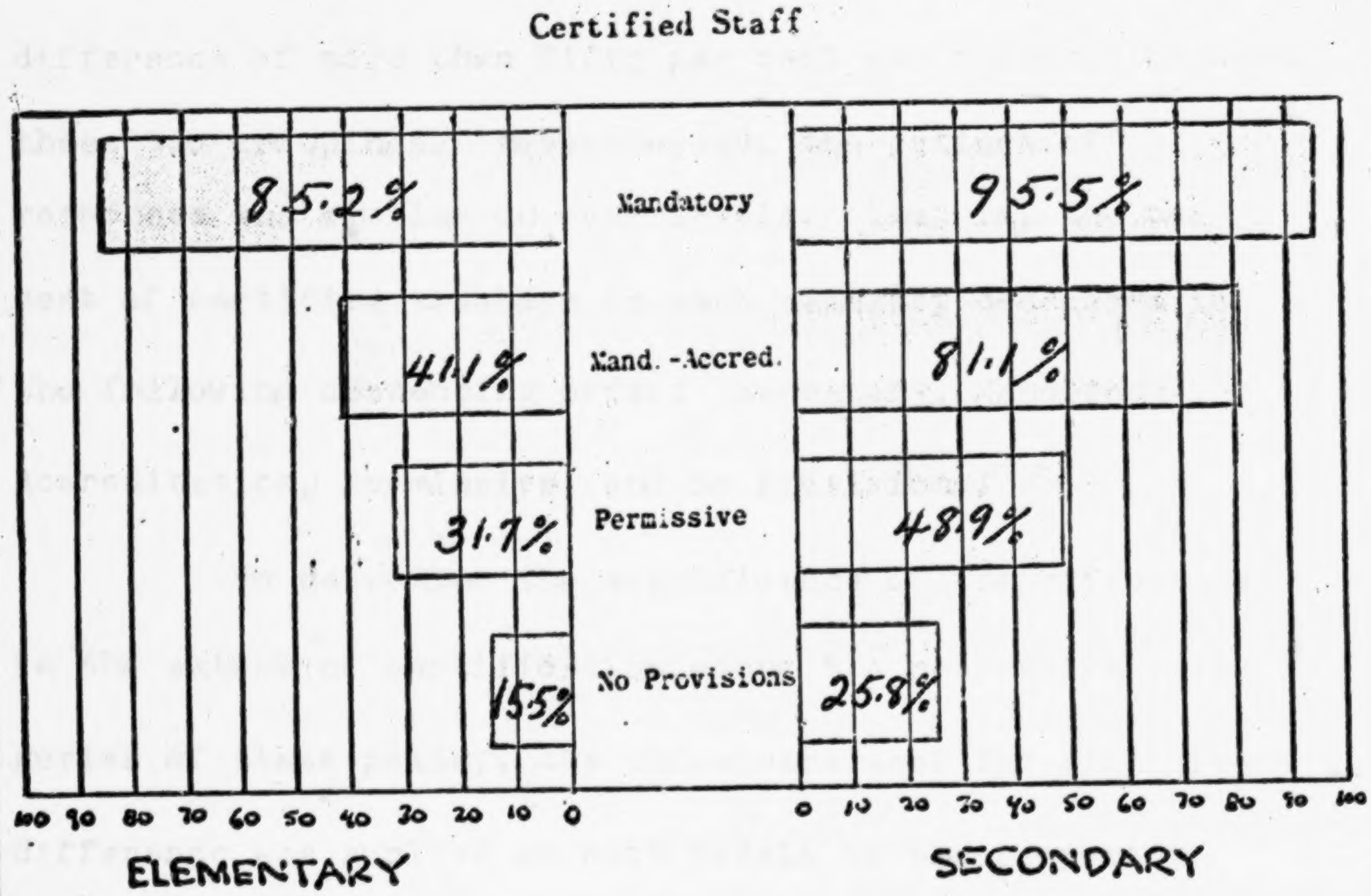

Figure 4. Per Cent of Certified Teachers in Catholic Schools According to Category of State Policy

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[1] The following include possible circumstances which may account for the extent of certification in the No Provisions category: certification upon graduation from a college approved by the state for teacher education, previous public school employment, acquisition prior to adoption of the present policy, individual request not identified with parochial school teaching, or in one state, certification upon application and eligibility of a lay teacher.

On the secondary level, the per cent of certified teachers in each category was higher than its counterpart on the elementary level. Furthermore, in the secondary school responses, the number of certified staff in the Mandatory-Accreditation category approached that in the Mandatory division, whereas on the elementary level a difference of more than fifty per cent was observed between these two groupings. Nevertheless, the pattern of responses was similar on both levels. That is, the per cent of certified teachers in each category decreased in the following descending order: Mandatory, Mandatory-Accreditation, Permissive, and No Provisions.

To determine the significance of the difference in the extent of certification among the respective categories of state policy, the chi-square test for significant difference was applied on both levels to the respective numbers of certified and noncertified teachers in the various divisions. Table VIII presents the basic figures employed in the computations. The nonresponses and the totals, provided in the table for accuracy of presentation, were not included in the test for significant difference.

TABLE VIII

DISTRIBUTION OF CERTIFIED AND NONCERTIFIED TEACHERS ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Elementary Schools							
	Certified		Noncertified		Total		NR[a]	
	No.	%	No.	%	No.	%	No.	%
Mandatory	558	85.2	97	14.8	655	100.0	5	.8
Mand.-Accred.	258	41.1	370	58.9	628	100.0	2	.3
Permissive	540	31.7	1166	68.3	1706	100.0	9	.5
No Provisions	45	15.5	246	84.5	291	100.0	4	1.4
Total	1401	42.7*	1879	57.3*	3280	100.0	20	.6*

$\chi^2 = 646.331$ df = 3

Significant beyond the .001 level

State Policies	Secondary Schools							
	Certified		Noncertified		Total		NR[a]	
	No.	%	No.	%	No.	%	No.	%
Mandatory	464	95.5	22	4.5	486	100.0	1	.2
Mand.-Accred.	468	81.1	109	18.9	577	100.0	-	-
Permissive	616	48.9	645	51.1	1261	100.0	2	.2
No Provisions	59	25.8	170	74.2	229	100.0	2	.9
Total	1607	62.9*	946	37.1*	2553	100.0	5	.2*

$\chi^2 = 536.201$ df = 3

Significant beyond the .001 level

a. Abbreviation NR denotes nonresponses to this item.

* Asterisks denote mean.

Completion of the chi-square tests for significant difference in the distribution of certified and noncertified teachers among the categories demonstrated a real difference in the extent of certification among the four categories of state policy on both elementary and secondary levels. Furthermore, this difference obtains beyond the .001 level of confidence. Consequently, the null hypothesis stating that there is no significant difference between the per cent of certified teachers in states having one certification policy for Catholic school teachers and the per cent of certified teachers in states subscribing to a different policy for these teachers must be rejected. Data show that in states mandating certification, more than four-fifths of the teaching staff in Catholic elementary schools is certified, and practically all the teachers in Catholic secondary schools in these states hold certificates.

Findings likewise demonstrate that, on the contrary, in areas where the state exercises no initiative either directly through requiring certification, or indirectly through stipulating certification for school accreditation, the per cent of certified teachers in Catholic schools is decidedly lower. On the elementary level, however, there is a vast difference between the percentage of certified teachers in the Mandatory and the Mandatory-Accreditation categories. The former exceeds the latter by more than two hundred per cent. This circumstance constitutes the major difference among the distributions on the two levels.

Possibly this disparity is occasioned by the civic and professional pressure put on secondary schools to seek accreditation or approval by the state, and the comparative inattention presently given this matter in some states on the elementary level. For example, in some states, accreditation, narrowly defined, refers to the approval of ". . . high schools whose graduates would be accepted into the state university without examination."[1] In this instance, the secondary, not the elementary school, is the object of concern. Moreover, data on public school supervision by the state give evidence that state approval of secondary schools is more prevalent than that of elementary schools. High school accrediting programs are voluntary in approximately forty per cent of the states, while in another forty per cent, they are required. Corresponding elementary figures are considerably lower; on the elementary level, twenty-eight per cent of the states require elementary school approval and accreditation, while twenty-two per cent make accreditation voluntary.[2]

Other factors that may be partially responsible for the difference in the extent of certification of elementary and secondary teachers within the Mandatory-Accreditation category, as well as between the general extent of certification on the elementary and secondary levels, are the demands on secondary schools, made by the institutions of higher education and regional accrediting associations. Frequently admision requirements of institutions of higher education, not operated by the state, include graduation from an accredited secondary school. Moreover, regional accrediting bodies ". . . . originally established to improve relations between secondary schools and higher institutions and to improve college admission standards and requirements"[1] continue to make demands on secondary schools.[2] Four of these associations include the word "secondary" in their official title. Only the Southern Association of Colleges and Schools, formerly called the Southern Association of Colleges and Secondary Schools, has recently broadened its function to include affiliation of elementary schools.

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[1] William B. Rich, Approval and Accreditation of Public Schools, p. 1.

[2] Ibid., p. 2.

Data from this survey suggest that accrediting bodies, both state and regional, have an impact on the extent of teacher certification, particularly on the secondary level. While the state exerts this influence directly, the regional association does so indirectly.

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[1] John R. Mayor, Accreditation in Teacher Education, p. 20.

[2] The Western Association differs from other regional associations in that it does not include secondary schools in its membership, (John A. Nevins, A Study of the Organization and Operation of Voluntary Accrediting Agencies, p. 122).

Certified Religious and Lay Faculty

Another aspect of certification status included in this phase of the investigation centered on the question whether religious or lay teachers more readily seek certification. Were these groupings of teachers equally moved toward certification, the preponderance of religious faculty in Catholic schools would nevertheless, make the number of certified religious teachers higher than that of the lay teachers. To determine if either group manifested a greater tendency in this matter, distributions were made of certified and noncertified teachers in each grouping. Table IX illustrates these distributions.

TABLE IX

DISTRIBUTION OF CERTIFIED AND NONCERTIFIED TEACHERS ACCORDING TO RELIGIOUS AND LAY STAFF

Staff	Elementary Level							
	Certified		Noncertified		Total		NR[a]	
	No.	%	No.	%	No.	%	No.	%
Religious	1009	43.6	1307	56.4	2316	100.0		
Lay	377	40.7	549	59.3	926	100.0		
Total	1386	42.7*	1856	57.3*	3242	100.0	58	1.8*

Staff	Secondary Level							
	Certified		Noncertified		Total		NR[a]	
	No.	%	No.	%	No.	%	No.	%
Religious	1113	61.5	697	38.5	1810	100.0		
Lay	475	65.8	247	34.2	722	100.0		
Total	1588	62.9*	944	37.1*	2532	100.0	26	1.0*

a. Abbreviation NR denotes nonresponses to this item.
* Asterisks denote mean.

On the elementary level, religious constituted seventy-three per cent of the certified teachers, while lay faculty comprised twenty-seven per cent. However, taken as a unit, only forty-four per cent of the religious teachers held certificates. This parallels the extent of certification among lay teachers. Of their number, forty-one per cent indicated that they held certificates. Completion of the chi-square test for significant difference confirmed the null hypothesis.[1] Neither group manifested a greater tendency to seek certification.

On the secondary level, religious teachers comprised seventy per cent of the certified teachers, while lay faculty constituted thirty per cent. Here, however, the per cent of certified lay teachers within the lay group exceeded the per cent of certified religious staff within the religious group. Certified lay teachers constituted sixty-six per cent of their number, while religious holding a certificate, comprised sixty-two per cent of their total.

Application of the chi-square test to these data projected a statistical difference between the distributions of certified and noncertified religious teachers and their respective lay counterparts. The difference obtained beyond the .05 level of confidence.[2] Although the difference is small, it is nonetheless a real difference and warrants the conclusion that certification of lay teachers on the secondary level tends to be somewhat more prevalent than certification of religious teachers in secondary schools.

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[1] See Appendix E, p. 356.
[2] See Appendix E, p. 356.

This real difference may stem from the establishment of higher employment requirements for lay teachers in the secondary schools than for their counterparts on the elementary level. This, in turn, may be occasioned by the apparent disparity existing in the degree of state supervision and regional accrediting of elementary and secondary schools, previously described.

Teaching Experience of Certified Teachers

A further dimension of certification status in the present analysis concerned the teaching experience of certified teachers. In this matter, two questions seemed particularly relevant. One related to the possible concentration of certified teachers within a particular experience grouping. The other centered on the per cent of certified teachers within each grouping. Data forming the bases of the analysis were derived from cross tabulations, which related the four experience categories to the certified teachers. Distributions are presented in Table X.

TABLE X

DISTRIBUTION OF TEACHING EXPERIENCE SPANS OF CERTIFIED TEACHERS

Experience Spans	Elementary Level				
				Nonresponses	
	No.	%[a]	%[b]	No.	%
0 - 4	275	19.7	31.0		
5 - 9	177	12.7	29.5		
10 - 19	345	24.8	45.7		
20 - over	596	42.8	57.7		
Total	1393	100.0	42.7*	8	.6*

Experience Spans	Secondary Level				
				Nonresponses	
	No.	%[a]	%[b]	No.	%
0 - 4	357	22.2	57.1		
5 - 9	257	16.1	59.4		
10 - 19	328	20.5	59.8		
20 - over	660	41.2	69.9		
Total	1602	100.0	62.9*	5	.3*

a. Per cent is based on the relation of the total number of certified teachers in each experience span to the total number of certified teachers in all the experience spans.

b. Per cent is based on the relation of the total number of certified teachers in each experience span to the total number of certified and noncertified teachers in the respective span.

* Asterisks denote mean.

As indicated previously, the experience group constituting the largest sector of the total teacher sample, was that designated as twenty years and over. That this grouping numerically exceeded the others may account for its including the largest number of certified teachers. Added to these circumstances, however, is the finding that within this same experience class on the elementary level, fifty-eight per cent of the teachers was certified, while forty-six, thirty-one, and thirty per cent of the ten-to-nineteen, zero-to-five, and five-to-nine categories respectively held certificates.

Although the extent of certification in the experience span of twenty or more years exceeded that of the other spans on the secondary level, there was less disparity among the various ranges. The grouping with the longest experience constituted thirty-seven per cent of the total secondary school sample and forty-one per cent of all the certified teachers. Moreover, within the grouping itself, seventy per cent of the teachers was certified. Thus, it would seem that should state certification of teachers in Catholic schools become common in all the states, the staff with twenty or more years' experience would have the least adjustments to make.

The ten-to-nineteen experience span registered the second highest per cent of all certified teachers on the elementary level, while the zero-to-four years grouping held this place among secondary staff divisions. On both levels, however, the ten-to-nineteen grouping ranked second in the extent of certification existing within the groups considered as individual units.

Completion of the chi-square test for significant difference in the extent of certification among the experience ranges demonstrated a real difference beyond the .001 level of confidence in the elementary groups but no significant difference among the secondary school ranges.[1]

Types of Certificates

In this survey on state certification of teachers in Catholic schools, an objective particularly difficult to realize was the description of certificates held by teachers. In general, certificates can be classified into the three following categories: term, level of preparation, and authorization of teaching position.

"Term" refers to the time for which a certificate is valid and includes such designations as provisional, limited, permanent, and life. "Level of preparation" centers around the degree to which a teacher has met established requirements and embraces specifications as regular, substandard, standard, and professional. "Authorization of teaching position" denotes certificates as they relate to preparation for a particular teaching assignment; these may be blanket, endorsed or special-field.

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[1] See Appendix E, p. 357.

Were these designations accepted and applied equivalently in all the states, the task of describing certificates would be rendered easy. Certificate types, however, lack universal definition, and confusion in terminology abounds. A term applied to a particular certificate in one state is quite likely to have a different connotation in another state. Moreover, designations from the generic types are sometimes used interchangeably. For example, limited and permanent certificates are employed in some states to denote both terms of validity and levels of preparation.

To effect a consensus on meanings of certificate types, the census form distributed to the teachers, listed names with corresponding definitions as devised for this survey. Three general designations were employed: emergency or nonregular, regular, and "other." The second type was subdivided into two major classifications, regular provisional or limited, and regular standard or unlimited.[1] These terms were likewise subdivided. The category labeled "other" was designed to include certificate type not currently issued, as permanent or life certificates requiring neither the baccalaureate nor the master's degree. Figure 5 depicts the distribution of the various general types of certificates held by the respondents.

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[1] For definitions, see Chapter I, p. 15.

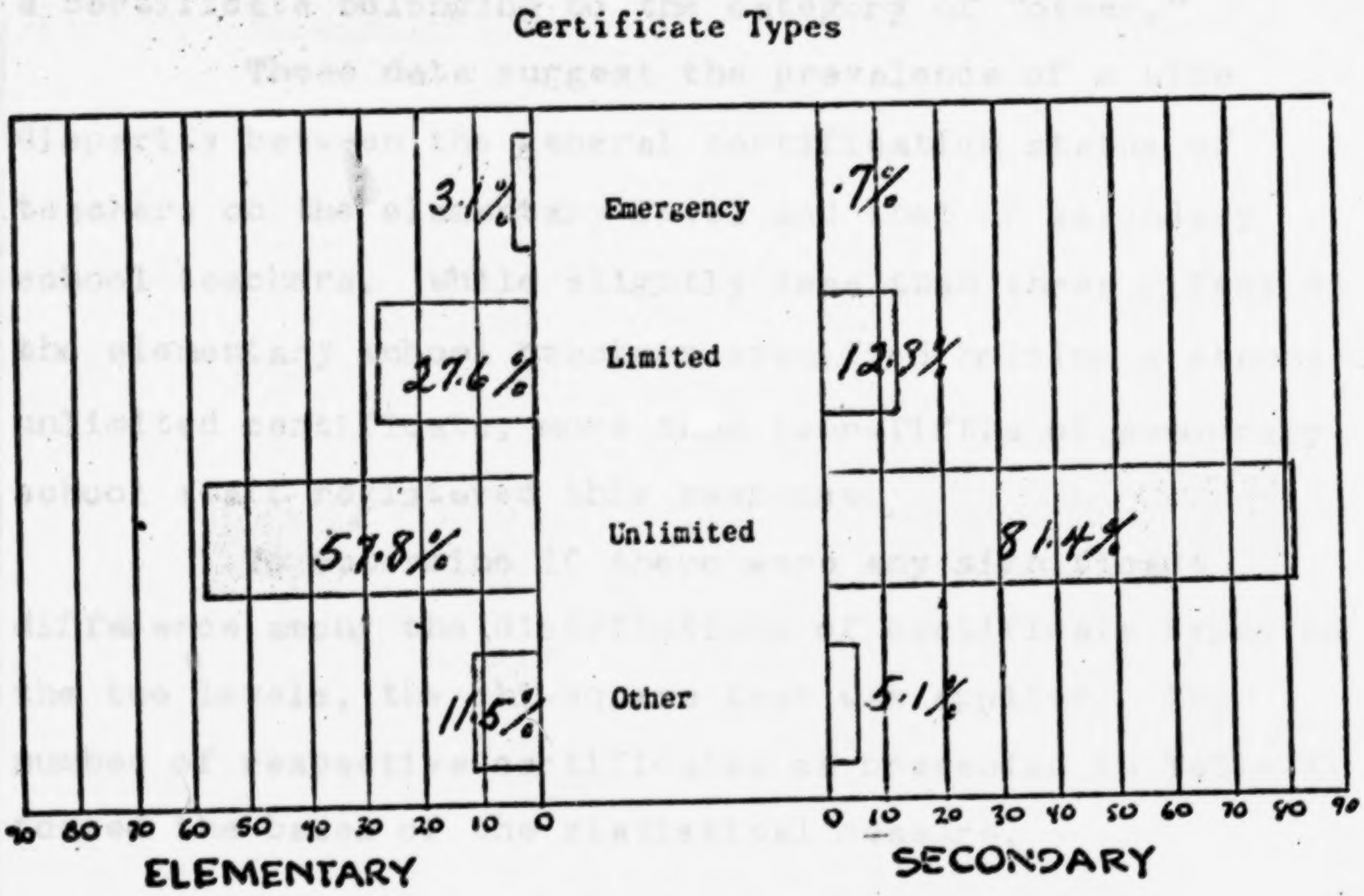

Figure 5. Per Cent of Various Certificate Types Held by Certified Teachers In Catholic Schools

On both elementary and secondary levels, the number of emergency certificates was negligible. Limited or provisional certificates totaled twenty-eight and thirteen per cent respectively of the certificates held by teachers in Catholic elementary and secondary schools. The credential having the greatest concentration of holders was the regular standard or unlimited certificate. Included within this type of certification were fifty-eight per cent of the certified teachers in elementary schools and eighty-one per cent in secondary schools. An additional twelve per cent of certified elementary school staff and five per cent of personnel on the secondary level specified holding a certificate belonging to the category of "other."

These data suggest the prevalence of a wide disparity between the general certification status of teachers on the elementary level and that of secondary school teachers. While slightly less than three fifths of the elementary school teachers specified holding a standard unlimited certificate, more than four-fifths of secondary school staff registered this response.

To determine if there were any significant difference among the distributions of certificate types on the two levels, the chi-square test was applied. The number of respective certificates as presented in Table XI formed the bases of the statistical measure.

TABLE XI

GENERAL DISTRIBUTION OF CERTIFICATE TYPES

Certificate Types	Grade Levels			
	Elementary		Secondary	
	No.	%	No.	%
Emergency	44	3.1	11	.7
Regular				
Limited	388	27.6	205	12.8
Unlimited	813	57.8	1304	81.4
Other	162	11.5	81	5.1
Total	1407	100.0	1601	100.0
Nonresponses	32	2.2	17	1.1
	$\chi^2 = 210.619$ df = 3 Significant beyond the .001 level			

Although in both elementary and secondary schools, the spread of nonregular and regular credentials appeared to follow a similar pattern, there was nevertheless a statistical difference in the distribution of responses on the two levels. This difference obtained beyond the .001 level of confidence. There is a significantly greater concentration of unlimited certificates in the secondary schools.

Of the 388 limited certificates or twenty-eight per cent of all the credentials held by elementary school staff, sixty-seven per cent represented those issued to a nonholder of a baccalaureate degree who had nevertheless completed the prescribed hours or credit required for a particular type of provisional certification. Another thirty-one per cent of the limited or provisional certificates was retained by teachers who had acquired the baccalaureate degree but were lacking satisfactory teaching experience, prescribed courses, or both of these requirements. A few elementary school teachers specified the possession of a master's degree, coupled with a lack of specific professional or academic requirements.

Of the 205 limited credentials or thirteen per cent of all the certificates on the secondary level, the majority represented those held by teachers having the baccalaureate degree but lacking some other requirements.

This accounted for 137 or sixty-seven per cent of the total. An additional eleven per cent, representing twenty-two teachers, noted a lack of the basic degree, while twenty-two per cent specified the possession of a master's degree with, however, a lack of specified teaching experience or other course requirements.

In the distribution of standard or unlimited certificates for teachers in the elementary schools, sixty-two per cent of the certified staff indicated that their standard certification was based on the completion of the baccalaureate degree, including prescribed academic and professional content, along with satisfactory teaching experience. Another thirty per cent specified a higher level of qualification, including either additional teaching experience or a prescribed number of credit hours beyond the degree, or both of these. Approximately seven per cent registered holding a certificate based on the master's degree and specific professional and academic requirements, and about one per cent of the certified teachers specified that their certification required either additional teaching experience and a prescribed number of credit hours beyond the master's degree or one of these specifications.

On the secondary level, a larger number of teachers indicated that their standard certificate was based on the completion of the master's degree, including prescribed academic and professional requirements, together with satisfactory teaching experience. A total of twenty-one per cent of secondary certificates was included in this category as compared with seven per cent on the elementary level. Furthermore, six per cent indicated holding a certificate which specified even higher qualifications.

A negligible number of both elementary and secondary staff specified the possession of more than one certificate. Among the possible explanations for this circumstance are the following: holding certificates for both elementary and secondary school teaching, being certified for more than one specialized field or subject-matter area, or having both a teaching and an administrative certificate.

Regarding the types of certificates, it is plausible that in situations where the state requires certification, there is a higher percentage of provisional or limited certificates than in states where the initiative is exercised by the individual, his employers, or some extra-state source. To determine the prevalence of any statistical difference in the distribution of certificate types among the categories of respondents, the chi-square test was applied to the data presented in Table XII. In the computation, nonresponses were not included.

TABLE XII

DISTRIBUTION OF CERTIFICATE TYPES ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Certificate Types - Elementary									
			Regular							
	Emergency		Limited		Unlimited		Other		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
Mandatory	24	4.2	229	40.4	253	44.6	61	10.8	567	100.0
Mand.-Accred.	8	3.1	60	23.1	157	60.4	35	13.4	260	100.0
Permissive	12	2.2	85	15.9	376	70.3	62	11.6	535	100.0
No Provisions	-	-	14	31.1	27	60.0	4	8.9	45	100.0
Total	44	*3.1	388	*27.6	813	*57.8	162	*11.5	1407	100.0

$\chi^2 = 101.885$ df = 9

Significant beyond the .001 level

State Policies	Certificate Types - Secondary									
			Regular							
	Emergency		Limited		Unlimited		Other		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
Mandatory	5	1.1	95	20.6	317	68.8	44	9.5	461	100.0
Mand.-Accred.	3	.6	81	17.3	371	79.3	13	2.8	468	100.0
Permissive	3	.5	20	3.3	567	93.3	18	3.0	608	100.0
No Provisions	-	-	9	14.1	49	76.5	6	9.4	64	100.0
Total	11	*.7	205	*12.8	1304	*81.4	81	*5.1	1601	100.0

$\chi^2 = 125.754$ df = 9

Significant beyond the .001 level

* Asterisks denote mean.

On both levels, a statistically significant difference marked the distribution of certificate types among the various categories. The data suggest that in instances where certification is mandatory for all teachers, there tends to be a lower percentage of unlimited certificates. This finding is more conspicuous on the elementary than on the secondary level. Conversely, in states subscribing to a completely permissive policy, the percentage of unlimited certificates surpasses by a wide margin the extent of unlimited certification in the other categories.

The following observations summarize the findings of this section of the survey:

1. Certified teachers in Catholic elementary schools constitute forty-three per cent of the teaching staff, while certified staff on the secondary level comprise sixty-three per cent of the teaching personnel.
2. State certification of teachers in Catholic secondary schools is more prevalent than it is in elementary schools. Between the per cent of certified teachers on the two levels, there is a real difference beyond the .001 level of significance.

3. There is a significant difference also beyond the .001 level in the extent of certification among the four categories of state policy in both elementary and secondary schools.
4. In states mandating certification of Catholic teachers, eighty-five per cent of the elementary school staff and ninety-six per cent of secondary school teaching personnel hold certificates; on the contrary in states with a permissive policy only thirty-two per cent of the elementary and forty-nine per cent of the secondary school teachers are certified. Furthermore, this category comprises on both levels the largest sector of the teaching staff.
5. There is a difference in the per cent of certified elementary school teachers in states mandating certification on the basis of accreditation and that of certified secondary school staff in states subscribing to the same policy. Forty-one and eighty-one per cent of the teachers constitute the respective totals.

6. In Catholic elementary schools, there is no significant difference in the distribution of certified and noncertified religious teachers and their respective lay counterparts. Certified religious and lay teachers represent forty-four and forty-one per cent of their respective groups.

7. In Catholic secondary schools, there is a significant difference at the .05 level in the distribution of certified and noncertified religious teachers and their respective lay counterparts. Certified religious and lay teachers constitute sixty-two and sixty-six per cent of their respective groups.

8. State certification in Catholic secondary schools tends to be somewhat more prevalent among lay teachers than among religious teachers.

9. On both elementary and secondary levels the "20 years or more" teaching experience range comprised the greatest per cent of the total sample and of all the certified teachers.

10. **The certificate type held by the greatest concentration of Catholic school teachers is the regular standard or unlimited certificate, which constitutes fifty-eight and eighty-one per cent respectively of the certification types in elementary and secondary schools.**
11. **Although the unlimited certificate predominates in both elementary and secondary schools, there is nevertheless, a significant difference beyond the .001 level between the distribution of certificate types on these two levels. The concentration of unlimited certificates is much greater on the secondary than on the elementary level.**
12. **There is also a significant difference beyond the .001 level in the distribution of certificate types among the categories of state policy. This applies to both elementary and secondary schools.**
13. **It appears that in states mandating certification, there is a lower percentage of unlimited certificates, while in those subscribing to a completely permissive policy, there is a considerably higher percentage of this type of credential.**

Factors Promoting State Certification

The third area of investigation, included in the census form, elicited information on the factors promoting certification of Catholic school teachers. The following constituted the proposed items: state certification policy, attitude of the diocese toward certification, attitude of religious communities, and personal or professional interest. Respondents were directed to indicate the extent of importance they attributed to the particular items as these influenced their certification. To facilitate analysis of these findings, arbitrary designations and corresponding weights were assigned to the areas of significance as follows:

A - Very Significant = 4
B - Moderately Significant = 3
C - Slightly Significant = 2
D - Not at all Significant = 1

On each item, the number of responses under each designated area of significance was multiplied by its respective weight, and these products were totaled. The sum[1] was then divided by the total number of respondents for the particular item, and the resulting quotient was termed the "Factor Index." Representing the complete process is the following equation:

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[1] This sum is referred to in the analysis as the "Total weighted significance."

$$\text{Factor Index} = \frac{A\ (4) + B\ (3) + C(2) + D(1)}{A + B + C + D}$$

The factor index served as the basis for interpreting the degree of significance ascribed to each item according to the following equivalents:

Very Significant[1] = 3.45 - 4.0
Moderately Significant = 2.45 - 3.44
Slightly Significant = 1.45 - 2.44
Not at all Significant = 1.0 - 1.44

Providing a comprehensive view of the respective factor indices for each item as these represent the opinions of all certified teachers is Figure 6.

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1. The terms "Very Significant," "Moderately Significant," etc., as employed in this study are not to be confused with the terms "significant difference" or "real difference." The former refer to arbitrary measures, while the latter always presuppose the use of a statistical measure. Both kinds of designations are utilized in this analysis. However, only when statistical measures have been employed is the term "significant or real difference" used. Otherwise the expression refers to the arbitrary equivalents described above.

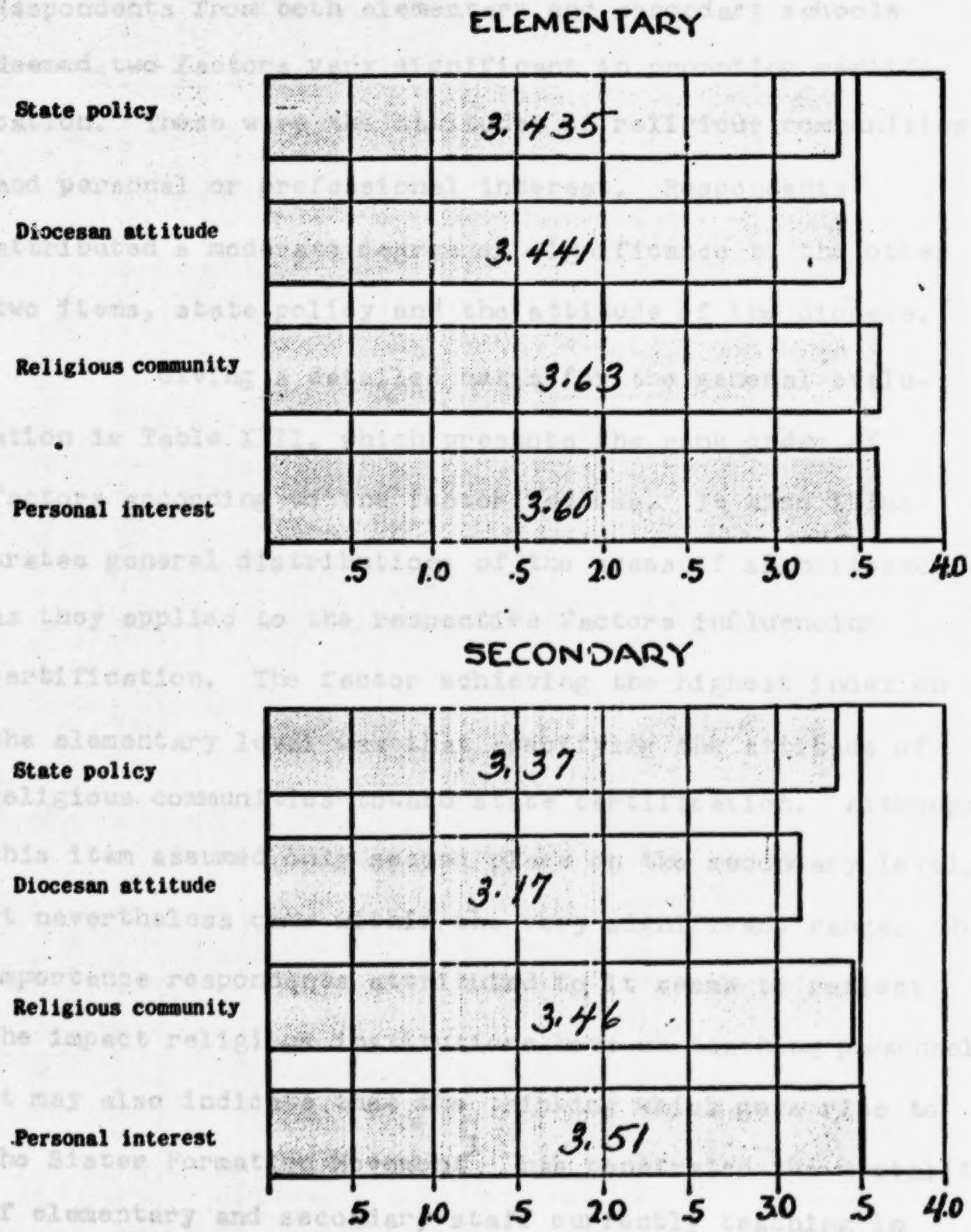

Figure 6. Comparative Significance of Factors Promoting Certification

LEGEND:

Very Significant	***3.45 - 4.0***
Moderately Significant	***2.45 - 3.44***
Slightly Significant	***1.45 - 2.44***
Not at all Significant	***1.0 - 1.44***

Respondents from both elementary and secondary schools deemed two factors very significant in promoting certification. These were the attitudes of religious communities and personal or professional interest. Respondents attributed a moderate degree of significance to the other two items, state policy and the attitude of the diocese.

Giving a detailed basis for the general evaluation is Table XIII, which presents the rank order of factors according to the factor indices. It also illustrates general distributions of the areas of significance as they applied to the respective factors influencing certification. The factor achieving the highest index on the elementary level was that specifying the attitude of religious communities toward state certification. Although this item assumed only second place on the secondary level, it nevertheless came within the very significant range. The importance respondents attributed to it seems to reflect the impact religious institutions have on teaching personnel. It may also indicate that the thinking which gave rise to the Sister Formation Movement[1] has penetrated the mentality of elementary and secondary staff currently teaching in Catholic schools.

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[1] Cf. Sister Ritamary, C.H.M. (Editor), The Mind of the Church in the Formation of Sisters, Proceedings of the Sister Formation Conference, 1956.

TABLE XIII

RANK ORDER OF FACTORS INFLUENCING CERTIFICATION ACCORDING TO ASCRIBED SIGNIFICANCE

Elementary Level		Areas of Significance[a]								NR[b]		F I[c]
		V S		M S		S S		N S				
Rank	Factors	No.	%	No.	%	No.	%	No.	%	No.	%	
1	Religious Community	974	80.7	115	9.5	25	2.1	93	7.7	194	13.8	3.63
2.	Personal Interest	933	75.5	190	15.4	45	3.6	68	5.5	165	11.8	3.60
3	Diocesan Attitude	846	69.1	197	16.1	56	4.6	125	10.2	177	12.6	3.441
4	State Policy	870	70.3	179	14.5	45	3.6	143	11.6	164	11.7	3.435
	Mean	905.8	73.9	170.3	13.9	42.8	3.5	107.3	8.7	175	12.5	3.51

Secondary Level		Areas of Significance[a]								NR[b]		F I[c]
		V S		M S		S S		N S				
Rank	Factors	No.	%	No.	%	No.	%	No.	%	No.	%	
1	Personal Interest	1047	72.6	235	16.3	71	4.9	89	6.2	149	9.3	3.51
2	Religious Community	1050	74.1	141	10.0	55	3.9	171	12.1	190	11.8	3.46
3	State Policy	1022	70.1	167	11.5	59	4.0	209	14.3	150	9.3	3.37
4	Diocesan Attitude	864	59.5	237	16.3	92	6.3	260	17.9	154	9.6	3.17
	Mean	995.8	69.0	195	13.5	69.3	4.8	182.3	12.6	160.8	10.0	3.39

a. Abbreviations used to indicate areas of significance include the following: VS - Very Significant, MS - Moderately Significant, SS - Slightly Significant, and NS - Not at all Significant.

b. Abbreviation NR denotes nonresponses.

c. Abbreviation F I denotes Factor Index.

Noteworthy is the emphasis respondents placed on the effect of personal or professional interest in promoting their certification. This item ranked second on the elementary level and took the lead among secondary school responses. Some factors, possibly responsible for the present extent of professional interest in certification are the following: the Sister Formation Movement, increasing communication between public and nonpublic teacher personnel, greater awareness of requirements of accrediting bodies, extended membership in professional organizations, and--for the lay teacher--greater assurance of job stability and promotion.

The attitude of the diocese toward certification of teachers was accorded moderate significance by certified teachers in both elementary and secondary schools. Assuming third place in the elementary division, it surpassed in significance the importance attached to the influence of state policy by a very slight margin. Secondary school teachers also ascribed moderate significance to the factors of state policy and diocesan attitude. In their estimation, however, the state influence surpassed that of the diocese. It was observed that in general respondents from the elementary schools tended to rate all the factors higher than did those from the secondary level. The mean factor indices were 3.51 and 3.39 respectively.

The census form also enabled respondents to indicate other factors which they perceived as influential in their certification. A relatively small number of participants availed themselves of this opportunity. The totals were thirty-seven and sixty-two on the elementary and secondary levels respectively. Within this small percentage of responses, items most often specified as conditions underlying certification, were the following: certification upon graduation from an approved college and former public school employment. The first of these registered fourteen responses from elementary school teachers and nineteen from those on the secondary level. Former public school employment was indicated fifteen and twenty-seven times by elementary and secondary school staff respectively.

To provide a basis for comparing the significance attached to the various items influencing certification by teachers from the four categories of response, factor indices for each item were computed for each category and converted to the respective areas of significance. Table XIV illustrates the comparative evaluations.

TABLE XIV

SIGNIFICANCE ASCRIBED TO FACTORS INFLUENCING CERTIFICATION ACCORDING TO CATEGORY OF STATE POLICY[a]

Factors	Elementary Level				
	Categories of State Policy				
	M	M-A	PER	NP	Range
State Policy	VS	MS	MS	MS	1.1
Diocesan Attitude	VS	MS	MS	MS	1.2
Religious Community	VS	VS	VS	MS	.7
Personal Interest	VS	VS	VS	VS	.2
Mean	3.60	3.48	3.47	2.91	.8

Factors	Secondary Level				
	Categories of State Policy				
	M	M-A	PER	NP	Range
State Policy	VS	MS	MS	MS	.9
Diocesan Attitude	VS	MS	MS	MS	1.0
Religious Community	VS	VS	VS	SS	1.2
Personal Interest	VS	MS	VS	VS	.2
Mean	3.52	3.31	3.42	2.76	.8

a. Abbreviations used to indicate areas of significance include the following: VS - Very Significant, MS - Moderately Significant, SS - Slightly Significant, NS - Not at all Significant; abbreviations for categories of state policy include the following: M - Mandatory, M-A - Mandatory on the basis of school Accreditation, PER - Permissive, and NP - No Provisions.

Respondents from elementary schools within the Mandatory category deemed the influence of each factor very significant in promoting certification. Participants from the Mandatory-Accreditation and Permissive divisions ascribed this extent of significance to only two factors, religious community and personal interest. The No Provisions respondents, while attributing moderate significance to three items, registered the lowest indices for these items but surpassed all other participants in their evaluation of the personal interest factor. The index for this factor was 3.76. The comparatively small number of teachers, however, comprising this category limits its importance.

It seems somewhat incongruous that respondents from the No Provisions category attributed moderate significance to the factor of state policy in bringing about certification. It seems probable that some of these teachers were not aware of the certification policy of the state. Some may have obtained their certificate before the present regulation became effective; others may have achieved certification apart from affiliation with a Catholic school, or they may have been lay staff teaching in the one state that provides for the certification of only lay personnel in Catholic schools. Moreover, in states classified within the No Provisions division, there was a higher percentage of certification among lay teachers than among religious. It is possible that their economic situation may give rise to a much greater awareness of the necessity of certification for teacher placement and job stability, should they transfer to the public school.

On the secondary level, respondents from the Mandatory category concurred with their counterpart on the elementary level in evaluating the four factors as very significant. Their personal interest factor was deemed very significant by certified teachers from all the categories except those in the Mandatory-Accreditation division. Similarly the religious community influence was also considered very significant by respondents from three categories, the No Provisions group being the exception and attributing only slight significance to this item. In evaluating the influence of state policy and diocesan attitude, participants from the Mandatory-Accreditation, Permissive, and No Provisions categories indicated that these factors were moderately significant.

To ascertain the presence of any statistical differences in the extent of influence ascribed the various items by respondents from the four categories of state policy, the chi-square test for significant difference was computed. In this procedure the total number of responses for combined items and their corresponding total weighted significance formed the bases of the computation.[1] This was followed by testing for differences in evaluations among categories on the individual items and for variations between the elementary and secondary levels.[1]

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[1] See Chapter IV, p. 141 and Appendix E, p. 358.

In the extent of influence ascribed to the factors influencing certification, there was no significant difference among the four categories of response on the elementary level. This condition applied to the comparison based on the total responses in each category to the four items grouped as one,[2] as well as to those measures treating each item individually.[3] However on the secondary level, chi-square analysis indicated a significant difference among categories in their total secondary school responses and the corresponding weighted significance of the four factors treated as a unit.[4] Probably responsible for the variations demonstrated in this comparison was the significant difference in the appraisal of diocesan influence. The difference obtained beyond the .05 level of confidence.

Testing for significant differences in the extent of importance ascribed by secondary school teachers to individual factors promoting certification, demonstrated no real difference in evaluations of three items influencing certification: state policy, attitude of religious community, and personal interest.[5] However, chi-square analysis yielded a significant difference beyond the .01 level on the appraisal of diocesan influence in promoting certification.[6]

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[1] See Appendix E, pp. 359-363.
[2] See Appendix E, p. 358.
[3] See Appendix E, pp. 359-362.
[4] See Appendix E, p. 358.
[5] See Appendix E, pp. 359,361, 362.
[6] See Appendix E, p. 360.

Variations in the evaluation of this factor were due in large measure to the replies of respondents from the Mandatory-Accreditation category, who attributed less importance to this item than teachers from other categories. Although these respondents ascribed moderate significance to the influence of the diocese, in their estimation, it exerted the least significance of the four factors specified. It seems likely that these teachers experience more strongly the influence of the state in stipulating certification for school accreditation and that of the religious communities in attempting to meet this requirement.

The No Provisions category also ascribed less importance to diocesan influence, however, the comparatively small number of respondents constituting the representation of this group necessarily reduced its impact in the overall evaluation.

Chi-square analysis projected no significant difference between the overall evaluations of elementary and secondary school respondents.[1]

Analysis of the data on the factors promoting certification yields the following generalizations:

1. According to the opinion of certified teachers in Catholic elementary and secondary schools, the attitude of religious communities and the element

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[1] See Appendix E, p. 363.

of personal interest were the most influential factors responsible for their certification. These factors were deemed very significant.

2. These teachers evaluated the attitude of the diocese and the state certification policy as moderately significant in promoting their certification.
3. There is no significant difference in the evaluation of the four items by elementary school respondents from the four categories of response. This applies to the appraisal of individual factors and to the evaluation of the four factors grouped as a unit.
4. On the secondary level, there is no significant difference in the evaluation of three factors by respondents from the four categories of response. These factors include state policy, attitude of religious community, and personal interest.
5. There is a significant difference beyond the .01 level in the secondary group appraisal of the influence of diocesan attitude in promoting certification.

6. In the appraisal of the four factors grouped as a unit, there is a significant difference also among the evaluations of respondents from the four categories of response. This difference obtains beyond the .05 level.
7. Although elementary school respondents tended to ascribe greater significance to the factors influencing certification than their secondary school counterparts, there is no significant difference in their evaluations.

Certification Image of Certified Teachers

The fourth division of the census form analysis centered on the certification image projected by certified teachers. To obtain data on this point, certified teachers were directed to assume that they were not certified and that there were neither deterrents to, nor pressures for, certification. They were then questioned on the probability of taking or not taking steps on their own to become certified. To this inquiry, respondents overwhelmingly replied in the affirmative. Table XV illustrates their options.

TABLE XV

PERCENTAGE DISTRIBUTION OF CERTIFIED TEACHERS FAVORING AND NOT FAVORING STATE CERTIFICATION

	Grade Levels			
	Elementary		Secondary	
	No.	%	No.	%
Favoring	974	89.0	1162	87.6
Nonfavoring	120	11.0	164	12.4
Total	1094	100.0	1326	100.0
Nonresponses	307	21.9	281	17.5
Grand Total	1401		1607	

$\chi^2 = 1.133$ df = 1

No significant difference

On the elementary level, eighty-nine per cent of the respondents indicated that if they were not certified and there were neither deterrents to, nor pressures for, certification, they would probably take steps on their own to become certified. On the secondary level, eighty-eight per cent of the participants specified the same reply. There is no significant difference in the distribution of responses on the elementary and secondary level.

Although the number of nonrespondents to this question was considerable on both grade levels, should all the nonrespondents be classified as not favoring certification, the resulting per cents would yet indicate a highly positive attitude towards certification. To ascertain if any significant difference in reactions to certification, characterized the responses from among the various categories, the chi-square analysis was applied to the positive and negative replies as depicted in Table XVI.

Completion of this measure projected no significant difference in the distribution of choices among categories of respondents on the elementary level. However, among the distributions of secondary school responses, there was a significant difference beyond the .05 level. This appears to have been occasioned primarily by the responses within the Mandatory-Accreditation category. Irrespective of this difference on the secondary level, however, the observation remains that certified elementary and secondary school teachers have a highly favorable attitude toward their certification status.

A small percentage of certified teachers, however, indicated that in circumstances characterized by neither deterrents to, nor pressures for, certification, they would choose not to be certified. Among certified elementary teachers, 120 or eleven per cent of the total number of respondents specified this choice. The counterpart on the secondary level was 164 teachers or twelve per cent of all the certified teachers in secondary schools responding to this item.

TABLE XVI

COMPARISON OF RESPONSES FAVORING AND NOT FAVORING CERTIFICATION ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Elementary Level							
	Favoring			Nonfavoring			Nonrespondents	
	No.	%a	%b	No.	%a	%b	No.	%
Mandatory	413	88.6	42.4	53	11.4	44.2	92	16.5
Mand.-Accred.	175	85.0	18.0	31	15.0	25.8	52	20.2
Permissive	363	92.9	37.3	32	8.1	26.7	145	26.9
No Provisions	23	85.2	2.4	4	14.8	3.3	18	40.0
Total	974	89.0*	100.0	120	11.0*	100.0	307	21.9*

$\chi^2 = 7.324$ df = 3

No significant difference

State Policies	Secondary Level							
	Favoring			Nonfavoring			Nonrespondents	
	No.	%a	%b	No.	%a	%b	No.	%
Mandatory	356	89.9	30.6	40	10.1	24.4	68	14.7
Mand.-Accred.	330	84.0	28.4	63	16.0	38.4	75	16.0
Permissive	435	89.1	37.4	53	10.9	32.3	128	20.8
No Provisions	41	83.7	3.5	8	16.3	4.9	10	16.9
Total	1162	87.6*	99.9	164	12.4*	100.0	281	17.5*

$\chi^2 = 8.473$ df = 3

Significant beyond the .05 level

a. Per cent is based on the relation between the number specified and the total number within the category responding to the item.

b. Per cent is based on the relation between the number specified and the total number from all the categories responding in the same way.

* Asterisks denote mean.

To isolate possible conditions that were responsible for this negative image of certification, respondents were directed to indicate reasons for disapproval by checking specified items. These included the following: lack of commitment of certification in general, personal view of qualitative and quantitative aspects of requirements, personal attitude toward the system of certification in its allocation of authority for the process, personal attitude toward the method of certification, for example, the use of oral and written examinations, apparent impracticality of certification due to the likelihood of moving out of state, and the financial aspect of acquiring and maintaining state certification. Table XVIII presents the rank order of these items based on the number of times they were checked by respondents as factors contributing towards their attitude on certification.

Lack of commitment to the value of state certification in general took the lead in the rank of order of items which certified teachers checked as reasons for not seeking certification on their own initiative. This view was expressed by thirty-two per cent of the 120 elementary school teachers responding to this item. Its counterpart on the secondary level was forty-two per cent. Apparently these members of the teaching staff attach little or no importance to the service certification renders in providing a measure--imperfect though it may be--to assure at least some formal teacher preparation as a prerequisite for engaging in teaching.

TABLE XVII

RANK ORDER OF NEGATIVE FACTORS AFFECTING CERTIFICATION[a]

Elementary Level				Secondary Level			
Rank	Negative Factors	No.	%	Rank	Negative Factors	No.	%
1	Lack of commitment to value of certification in general	38	31.7	1	Lack of commitment to value of certification in general	69	42.1
2	Financial aspect of acquiring and maintaining certification	31	25.8	2	Qualitative aspect of professional requirements	46	28.0
3	Qualitative aspect of professional requirements	28	23.3	3	Qualitative aspect of academic requirements	45	27.4
4	Impracticality due to mobility	25	20.8	4	Quantitative aspect of professional requirements (too many)	42	25.6
5	Qualitative aspect of academic requirements	19	15.8	5	System of certification in its allocation of authority	38	23.2
6	Method of certification, e.g., use of oral and written examinations	16	13.3	6	Impracticality due to mobility	28	17.1
7	Quantitative aspect of professional requirements (too many)	14	11.7	7.5	Quantitative aspect of academic requirements (too many)	21	12.8

TABLE XVII (continued)

RANK ORDER OF NEGATIVE FACTORS AFFECTING CERTIFICATION

Elementary Level				Secondary Level			
Rank	Negative Factors	No.	%	Rank	Negative Factors	No.	%
8.5	Quantitative aspect of academic requirements (too many)	13	10.8	7.5	Method of certification, e.g., use of oral and written examinations	21	12.8
8.5	System of certification in its allocation of authority	13	10.8	9	Financial aspect of acquiring and maintaining certification	19	11.6
10	"Other"	12	10.0	10	Quantitative aspect of academic requirements (too few)	17	10.4
11	Quantitative aspect of academic requirements (too few)	7	5.8	11	"Other"	13	7.9
12	Quantitative aspect of professional requirements (too few)	3	2.5	12	Quantitative aspect of professional requirements (too few)	4	2.4

a. Since respondents could and frequently did check more than one factor, the respective per cents in this table were based on the total number of respondents on each level who indicated that they would not choose to be certified on their own initiative. These totals were 120 and 164 on the elementary and secondary levels respectively.

Likewise, their lack of commitment to the value of certification in general seems to indicate that they are not impressed with the protection of children which certification can provide, with the stature which certification could give the teaching profession, or with the improvement of the Catholic school image which could emanate from teachers' holding certificates based on satisfactory programs of certification.

The financial aspect of acquiring and maintaining certification constituted an unfavorable factor for thirty-one per cent of the certified respondents on the elementary level who indicated that they did not support the idea of certification. While this item took second place on the elementary level, it was less significant on the secondary level, where it assumed ninth place and represented twelve per cent of the respondents. The expense referred to included the cost of taking necessary courses and the certification fees charged in some states. The latter appeared to be a cause of particular aversion for the objecting teachers. One respondent remarked that requiring money every four years for this purpose seemed to be reducing certification to "a money-making business."

Reference to the qualitative and quantitative aspects of certification gave rise to considerable comment and the manifestation of strongly negative feelings. On the elementary level items on the quality of professional and academic requirements ranked third and fifth respectively. Secondary school respondents gave these factors second and third places, with the professional surpassing the academic in the disfavor it reflected. Expressing a totally negative attitude toward professional requirements was a male teacher within the ten-nineteen range of years of teaching experience who stated, "I hold in contempt a system that is so quantitatively oriented that a PhD from Harvard with years of teaching experience cannot be certified without hours of inanity in so-called 'education courses'."

Apparently less hostile was another teacher who remarked:

> We can be good teachers without so many credits; we could be better if some required courses in education for example, were put into one course and we were given 'meaty' courses in science, literature, history, and mathematics. This would enhance our teaching, and we would have practical value from such courses.

Voicing much the same view was a teacher who said, "I would prefer to use my limited study time in broadening my subject areas rather than in accumulating credits in nonprofitable, dry, poorly taught, impractical education courses." Another staff member expressed disapproval of the practice teaching requirement for personnel with years of teaching experience and of the physical education courses for teachers who were beyond forty or fifty years of age.

In the appraisal of both the professional and academic requirements, discontent with the qualitative aspects exceeded that attached to the quantitative elements. This position obtained on both the elementary and secondary levels. However, objection to the quantity of professional requirements was more conspicuous on the secondary level, where it held fourth place with twenty-six per cent of the teachers concurring on this point. Only twelve per cent of the elementary school respondents checked this item, giving it seventh rank. Apparently elementary school staff are not so averse to the number of professional requirements as secondary school personnel. Both groups, however, manifested strong aversion to the qualitative aspects of both academic and professional requirements. Possibly the qualitative factor of academic requirements referred more to the specific courses prescribed, as the history of the state, rather than to the quality of teaching in these courses.

Although some of the specific criticisms of certification requirements previously cited may be highly subjective and even unjust because of apparent generalizations based on individual experiences, they nevertheless seem to warrant the attention and study of those concerned directly or indirectly with the preparation of teachers.

The impracticality of teacher certification emanating from the mobility of teachers, coupled with inadequate provisions for reciprocity among states was specified as a deterrent to certification by twenty-one per cent of the 210 certified elementary school respondents and by eighteen per cent of the 164 certified staff in secondary schools. This aspect, assuming fourth place on the elementary level, ranked sixth among the items on the secondary level.

Secondary school staff objected more to the system of certification in its allocation of authority for the process than did elementary school personnel. On the basis of per cents, both groups concurred in their opposition to the method of certification, for example the use of oral and written examinations. A few teachers maintained that academic or professional requirements were insufficient. The "other," which registered little impact included not so much objectionable features of certification, but other circumstances as nearness to retirement age, part-time teaching, temporary nature of employment, and decision of religious community.

This description terminates the examination of the negative factors of certification as these were projected by certified teachers, who, if they were not already certified indicated that they probably would not seek certification on their own initiative. Noteworthy is the fact, however, that they represent only a very small percentage of the certified staff in Catholic elementary and secondary schools.

Analysis of the data on the items related to the certification image held by certified teachers suggests the following observations:

1. Certified teachers in Catholic elementary and secondary schools favor state certification by eighty-nine and eighty-eight per cent respectively.
2. There is no significant difference in the distribution of responses favoring and not favoring state certification among elementary and secondary school teachers.
3. Regarding positive and negative attitudes towards state certification, there is no significant difference in the distribution of responses among the four categories of teachers on the elementary level.
4. On the secondary level, there is a significant difference beyond the .05 level in the distribution of responses among the four categories, regarding positive and negative attitudes towards state certification. Although teachers from all categories expressed a decidedly favorable attitude, those from the Mandatory-Accreditation and No

Provisions categories seemed to regard certification with less favor than teachers from the Mandatory and Permissive divisions.

5. Eleven and twelve per cent respectively of certified elementary and secondary school teachers expressed a negative attitude towards state certification.
6. Among the reasons indicated by those teachers expressing a negative attitude towards certification, no factor was checked by a majority of the respondents.
7. Among the objectionable items listed, the one most frequently checked was a lack of commitment to the value of state certification in general. Teachers specifying this factor constituted thirty-two per cent of the 120 elementary school respondents and forty-two per cent of the 164 secondary school teachers.

8. The cost of qualifying for certification through courses and fees was deemed a deterrent to seeking certification by twenty-six per cent of the elementary teachers completing this section of the census form. Of considerably less import on the secondary level, this item was checked by only nineteen teachers or twelve per cent of the respondents.

9. The qualitative aspects of professional and academic requirements for certification registered disapproval by twenty-three and sixteen per cent respectively of elementary school respondents and by twenty-eight and twenty-seven per cent respectively of secondary school teachers. The corresponding ranks were third and fifth on the elementary level and second and third on the secondary level.

10. Secondary school teachers objected more frequently to the quantity of professional courses than did elementary staff. The respective per cents were twenty-six and twelve per cent.
11. Impracticality of certification because of the likelihood of moving out of state was cited as a deterrent to seeking certification voluntarily by twenty-one per cent of the elementary school respondents and by seventeen per cent of the teachers on the secondary level.
12. Elementary school teachers objected more frequently to the method of certification as it included such techniques as written and oral examinations than they did to the system of certification in its allocation of authority for the process. The converse was true of secondary school teachers.

Obstacles to State Certification as Perceived by Noncertified Teachers

Data on obstacles to certification as perceived by noncertified teachers comprise the fifth section of the analysis of census form returns. In this survey, noncertified teachers constitute fifty-seven per cent of the elementary school respondents and thirty-seven per cent of participants on the secondary level. To gather information on this aspect of certification, nine factors, comprising possible deterrents to certification, were specified on the census form. Respondents were directed to check "Yes" if an item actually represented a deterrent to their certification, "No" if it did not, and "Do Not Know" if they lacked knowledge on this point.

In the analysis of data, the nine factors were organized into three major divisions as follows:

1. The position of the state in certifying teachers in Catholic schools
2. The position of the individual teachers
    - a. Ineligibility due to limited pre-service education
    - b. Teacher attitude towards present state requirements
    - c. Apparent impracticality of becoming certified in view of possible transfer to another state

   d. Cost of taking courses to qualify for certification
   e. Teacher attitude towards the value of state certification

3. The position of the employing agency, that is, the religious community and the diocese
   a. Functioning of a diocesan program of certification
   b. Attitude of the religious community towards state certification

Table XVIII illustrates the percentage distributions of the three groupings and of their subdivisions.

The State

The area constituting the chief obstacle to certification on both elementary and secondary levels was that concerned with the state. As described previously, in four states there are no provisions for certifying religious and lay teachers in Catholic schools, while in three states, the certification granted to these teachers is restricted. Moreover, states providing certification only upon request, can by their very passivity in this matter, constitute a deterring influence.

TABLE XVIII

PERCENTAGE DISTRIBUTION OF RESPONSES ON OBSTACLES TO STATE CERTIFICATION

Obstacles	Elementary Level									
	Yes		No		Do Not Know		Total		Nonresponses	
	No.	%	No.	%	No.	%	No.	%	No.	%
	The State									
Position of the state on certification of Catholic school teachers	360	20.8	808	46.6	565	32.6	1733	100.0	146	7.8
	The Individual									
Ineligibility for certification	404	24.6	1016	61.8	223	13.6	1643	100.0	236	12.6
Present state requirements	289	17.6	962	58.7	387	23.6	1638	100.0	241	12.8
Apparent impracticality of becoming certified in view of possible state transfer	283	17.1	1150	69.7	218	13.2	1651	100.0	228	12.1
Cost to qualify for certification	252	14.9	1207	71.5	230	13.6	1689	100.0	190	10.1
Value of state certification	140	8.5	1243	75.8	256	15.6	1639	100.0	240	12.8
Total	1368	16.6*	5578	67.5*	1314	15.9*	8260	100.0	1135	12.1*
	The Employing Agency									
Diocesan programs of certification	155	8.8	1138	64.3	476	26.9	1769	100.0	110	5.9
Religious community attitude	90	5.2	1386	79.7	264	15.2	1740	100.0	139	7.4
Diocesan attitude	64	3.6	1254	70.9	450	25.5	1768	100.0	111	5.9
Total	309	5.9*	3778	71.6*	1190	22.6*	5277	100.0	360	6.4*

TABLE XVIII (continued)

Obstacles	Secondary Level									
	Yes		No		Do Not Know		Total		Nonresponses	
	No.	%	No.	%	No.	%	No.	%	No.	%
	The State									
Position of the state on certification of Catholic school teachers	230	26.4	412	47.3	229	26.3	871	100.0	80	8.4
	The Individual									
Present state requirements	187	22.6	496	60.0	143	17.3	826	100.0	127	13.3
Value of state certification	118	14.1	604	72.0	117	13.9	839	100.0	114	12.0
Apparent impracticality of becoming certified in view of possible state transfer	109	13.2	611	74.2	104	12.6	824	100.0	126	13.3
Ineligibility for certification	83	9.9	662	78.8	95	11.3	840	100.0	111	11.7
Cost to qualify for certification,	75	8.8	679	79.7	98	11.5	852	100.0	98	10.3
Total	572	13.7*	3052	73.0*	557	13.3*	4181	100.0	576	12.1*
	The Employing Agency									
Religious community attitude	62	7.0	698	79.3	120	13.6	880	100.0	70	7.4
Diocesan attitude	56	6.2	649	72.3	193	21.5	898	100.0	54	5.7
Diocesan programs of certification	38	4.3	608	68.2	245	27.5	891	100.0	61	6.4
Total	156	5.9*	1955	73.2*	558	20.9*	2669	100.0	185	6.5*

* Asterisks denote mean.

The percentage distribution of certified teachers as illustrated in Figure 3 would tend to corroborate the validity of teacher perception regarding the state's influence on the extent of certification in Catholic schools.[1] This figure demonstrates that the per cent of staff holding certificates is highest in those states where the state takes the initiative.

Some teachers registered dissatisfaction with the position of the state regarding their own certification. One staff member, teaching in a state that grants only limited certification to teachers in Catholic schools commented:

> Failure to certify me permanently after three years of satisfactory teaching of secular subjects in a Catholic school involves religious prejudice and is, I think, a violation of my constitutional rights.

Another maintained, "I cannot renew a certificate obtained earlier because state law requires me to have teaching experience in the public schools for such renewal. Being a religious, I cannot have this experience." Much the same condition was expressed in the following remark: "I was a public school teacher before I entered religious life. When my five-year certificate expired, the state refused to renew it, although I met state requirements."

As demonstrated in these objections, comments made by individual respondents most frequently referred to situations in which the state provided for only limited certification for teachers in Catholic schools. Teachers in states having no provisions were not so expressive. Only one staff member from the No Provisions category made specific reference to this condition, labeling it "religious bigotry." Presumably, many of the respondents checking this item as an obstacle had in mind the permissive policy, whereby the state acts only upon request.

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[1] See Chapter IV, p. 116.

The Individual

In both elementary and secondary divisions, obstacles related to the individual teacher took second place among the grouped factors impeding certification. However, the ranges within this grouping varied with appraisals of elementary and secondary school teachers. For example on the elementary level, the factor constituting the greatest obstacle within the subdivisions related to the individual teacher was ineligibility occasioned by limited pre-service education.

On an item-by-item basis, in contrast to the group basis of analysis, this factor exceeded all the others in the number of times it was specified as an obstacle to elementary teacher certification. In the judgment of teachers on the secondary level, it ranked fourth in the grouped items relating to the individual. Apparently elementary school staff consider themselves less prepared than do secondary school personnel. While this observation is based only on a comparison of teacher perceptions, it tends to parallel somewhat the condition surrounding the differentiated certificate types on the two levels. As previously described, the per cent of standard, unlimited certificates was much higher on the secondary level than on the elementary. Moreover, this situation seems to reflect what historically has been accepted, or at least tolerated, as a pattern in American education generally. Only in comparatively recent times has there been a discernible movement to correct the notion that elementary school teaching is less difficult and therefore requires less preparation than that needed for teaching on higher levels.[1]

On the elementary level, the item assuming second place in the list of obstacles centering on the individual teacher was that specifying personal attitude towards present requirements in the respective states. This factor ranked first among the items related to the individual teacher on the secondary level. Verbalized objections referred to such requirements as public school teaching, physical education, state history and state constitution, and professional education.

In appraising certification obstacles related to the individual, elementary and secondary teachers concurred in assigning third rank to the factor of mobility and reciprocity. For religious, this problem is accentuated since for many membership in an interstate religious community renders them subject to transfer from one state to another.

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[1] See Chapter II, pp. 35-36.

Within the group of obstacles related to individual teachers, the factor which elementary school teachers placed fourth was the probable cost of taking courses to qualify for certification. On the secondary level, this item took fifth place. Assuming last rank in the elementary listing was the personal attitude of individual teachers towards the value of state certification. For secondary school staff, this item was apparently a greater obstacle, ranking second among the five factors.

In the perceptions of obstacles to certification, noncertified teachers on elementary and secondary levels demonstrated wide variations. While elementary teachers ascribed priority to their ineligibility, teachers on the secondary level gave this item fourth place, citing their attitude towards present state requirements as the major reason for not being certified. Elementary school staff seemed to manifest a much more open view towards the value of certification, ranking it last among the obstacles related to the individual teacher, while secondary school teachers gave this factor second place.

The Employing Agency

Ranking last in the three major divisions of obstacles to certification was that comprising the difficulties associated with the employing agency, that is, the diocese and the religious community. Noteworthy, however, is the circumstance of some overlapping in the major divisions of obstacles. That they are not absolutely discrete can be observed by reflecting on the factor of limited pre-service education and its apparent acceptance by the employing agency. This point will be treated in some detail subsequently.

In appraising the obstacles associated with the employing agency, elementary school teachers placed diocesan programs of certification as the chief obstacle within this area of factors. Ranking second was the attitude of the religious community towards state certification, while the attitude of the diocese took the last place. On the secondary level, the religious community attitude assumed first place; the attitude of the diocese, second; and diocesan certification programs, third.

Comments by several respondents provided additional information on some aspects of the employing agency. One teacher cited as an obstacle to her certification, ". . . my religious community's outlook towards official certification when not specifically required by the state."

A teacher on the elementary level maintained:

> The religious community does not consider certification important--merely a formal procedure. The state and diocese exercise no pressure on parochial schools regarding certification of religious teachers. Therefore, not much attention is paid to it. In general, high school teachers of my community are certified officially. This is not judged as an important step for teachers on my level in the religious community.

Commenting on the attitude of religious communities in her particular locality, a secondary school teacher specified as an obstacle to certification, a "lag in religious communities toward credential awareness."

The census form did not seek information on the extent of diocesan certification programs, but concerned only their operation in so far as they constituted an obstacle to state certification. From random comments, referring to diocesan certification, apparently such programs are not numerous. Moreover, their deterring influence on certification was more evident on the elementary level than on the secondary.

Limited Pre-Service Education and the Employing Agency

While it was deemed logical to include the factor of limited pre-service education in the area of obstacles related to the individual, nevertheless, this item has a direct bearing on the employing agency. The latter, in engaging for a teaching position, an individual who is ineligible for even minimum certification, seems to accept at least tacitly what is commonly regarded as inadequate pre-service education. The relative frequency with which the item of limited pre-service education was checked by elementary school teachers seems to warrant additional consideration. Of all the noncertified teachers on the elementary level, twenty-five per cent indicated that this factor constituted an obstacle to their certification.

Although certification is not synonymous with adequate pre-service preparation, nevertheless, it presumably assures readiness for teaching. Moreover, failure of the state to mandate certification does not lessen the responsibility of the diocese or the religious community to assign only qualified staff to teaching posts.

> Aside from the fact that certification may or may not be necessary, teachers in parochial schools feel the responsibility of preparing themselves adequately to meet the needs of the Church in present day society through the apostolate of education. These needs imply that the teacher be given sufficient time to complete degree requirements before entering the classroom.[1]

In the opinion of Reverend Charles C. Miltner, C.S.C., failure to provide adequate teacher preparation for prospective teachers constitutes a double injustice, extending to both student and teacher:

> In my humble opinion, the wiser course, wiser from the point of view of the preservation of the Faith, the importance of the quality of

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[1] Sister Elizabeth Ann, I.H.M., "Cost Differentials and Sources of Revenue in the Expansion of Parochial Schools," Planning for the Formation of Sisters, Proceedings of the Sister Formation Conference, 1958, Sister Ritamary (Editor), p. 220.

> our Catholic culture, the reputation of our individual schools, and the good name of Catholic education itself, is to refuse absolutely to yield to the pressure of the moment, to decide definitely to take the long view and to send no teacher into any classroom before she is provided with the general and the special preparation her work calls for.[1]

It seems reasonable to assume that the "reputation of our individual schools" and the "good name of Catholic education itself" may be contingent in part at least, on adherence to standards which public school teaching personnel are required to meet.

The thinking of the Church on the necessity of adequate teacher preparation, as expressed in some of its official documents is unequivocal. On this point, Pius XII declared more than ten years ago:

> Good teachers then, should have perfect human formation, intellectual and moral . . . Good teachers need a professional preparation, at minimum above average, and better still, outstanding at all levels of instruction, and in each of the specialized fields.[2]

Presumably, one manner of assuring this preparation would be through requiring state certification of all applicants for teaching positions.

The most recent injunction supporting adequate teacher preparation is that expressed in the "Vatican

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1. Charles C. Miltner, C.S.C., "Perils of the 'Short View' in Planning for Sister Education," Sister Formation Conference, 1958, op. cit., p. 52.
2. Pius XII, "The Secret of Good Schools," Radiomessage to the Fifth Inter-American Congress on Catholic Education at Havana, January 12, 1954, The Pope Speaks, Vol. 1 (First Quarter 1954), p. 20.

Council Decree on Christian Education":

> But let teachers recognize that the Catholic school depends upon them almost entirely for the accomplishment of its goals and programs. They should therefore be very carefully prepared so that both in secular and religious knowledge they are equipped with suitable qualifications along with a pedagogical skill that is in keeping with the findings of the contemporary world.[1]

While this decree does not specifically mention state certification of teachers, it does make explicit reference to the right of the state in the matter of supervising Catholic schools:

> . . . therefore the state must protect the right of children to an adequate school education, check on the ability of teachers and the excellence of their training, look after the health of pupils and in general, promote the whole school project.[2]

The content of some of these directives, crystallized into practical applications, appears in the recently published volume, Criteria for Evaluation of Catholic Elementary Schools, quoted below. Particularly relevant items on the checklist treating the employment of institutional teaching staff include the following:

> 1. Qualifications and assignments of religious teachers are the responsibility of the religious community staffing the school.
> 2. Selection of lay teachers is a cooperative process involving pastor, principal, and diocesan school office.

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1. Second Vatican Council, "Vatican Council Decree on Christian Education," The Catholic Standard and Times, Philadelphia, (November 5, 1965), p. 16.
2. Loc. cit.

3. Selection of all teachers is based on state and diocesan requirements.[1]

These criteria, and more particularly, official directives of the Church seem to preclude any option on the part of the diocese or the religious community in the matter of assigning only qualified staff and in accepting state requirements for teachers as at least a minimum standard for employment.

"No" and "Do Not Know" Responses

While response to the "Yes" column of the census form, indicated that the item constituted an obstacle to certification, checking the "No" column meant that the particular factor was not a deterrent. The rank order of the three major divisions of items on the "Yes" replies was inverted on the "No" responses.

For example, the major division ranking first among the obstacles was the position of the state regarding the certification of teachers in Catholic schools. This factor had the highest frequency of "Yes" responses and, at the same time, registered the lowest number of "No" replies. Hence, it ranked last according to the total "No" responses. In the ranking of some factors within the major divisions, however, this inverted order was not maintained due to the varying number of respondents who registered "Do Not Know."

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[1] National Catholic Educational Association, Criteria for Evaluation of Catholic Elementary Schools, p. 205.

In the majority of instances, the number of respondents specifying a lack of information, exceeded the total replying "Yes." This condition renders the appraisals less conclusive.

The item most frequently checked "Do Not Know" by elementary school teachers was the state factor. Its counterpart on the secondary level was the obstacle dealing with diocesan certification programs. Apparently thirty-three per cent of the noncertified elementary school respondents did not know if the state's position on certifying Catholic school teachers constituted a deterrent to their certification. The same condition applied to twenty-six per cent of secondary school respondents. Regarding diocesan certification programs, twenty-seven per cent of elementary and twenty-eight per cent of secondary school participants registered a lack of information. Furthermore, as a group, teachers on both levels demonstrated a lack of information concerning the attitude of the diocese towards state certification.

This condition seems to bespeak an element of professional passivity on the part of many teachers. Professional awareness would seem to dictate acquiring information about state certification even though it might not be mandatory and even should one hold the process itself in disfavor. Representative perhaps of a large number of staff is the comment of one secondary school teacher, "The idea of certification has never been stressed. Personally, I feel that I could qualify for it. I have thought about inquiring into it, but as yet I have taken no action." In a similar vein, an elementary school teacher remarked, "I have a master's degree, but I have never had an opportunity to apply for state certification." These and other such comments suggest a definite lack of certification consciousness on the part of the employing agency, the employee, or both.

A comprehensive view of noncertified teachers' perceptions of the major obstacles to state certification is presented in Figure 7.

To ascertain if the distribution of responses to the various obstacles differed significantly among the categories of state policy, the chi-square test was applied to the frequencies for each item on both elementary and secondary levels.[1] Distribution of responses to the factor related to the state's position regarding certification of Catholic school teachers was significantly different beyond the .001 level of confidence.[2] Elementary and secondary school teachers from the Permissive and No Provisions categories checked this item as an obstacle more frequently than did respondents from the other divisions.

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[1] See Appendix E, pp. 364-372.

[2] See Appendix E, p. 364.

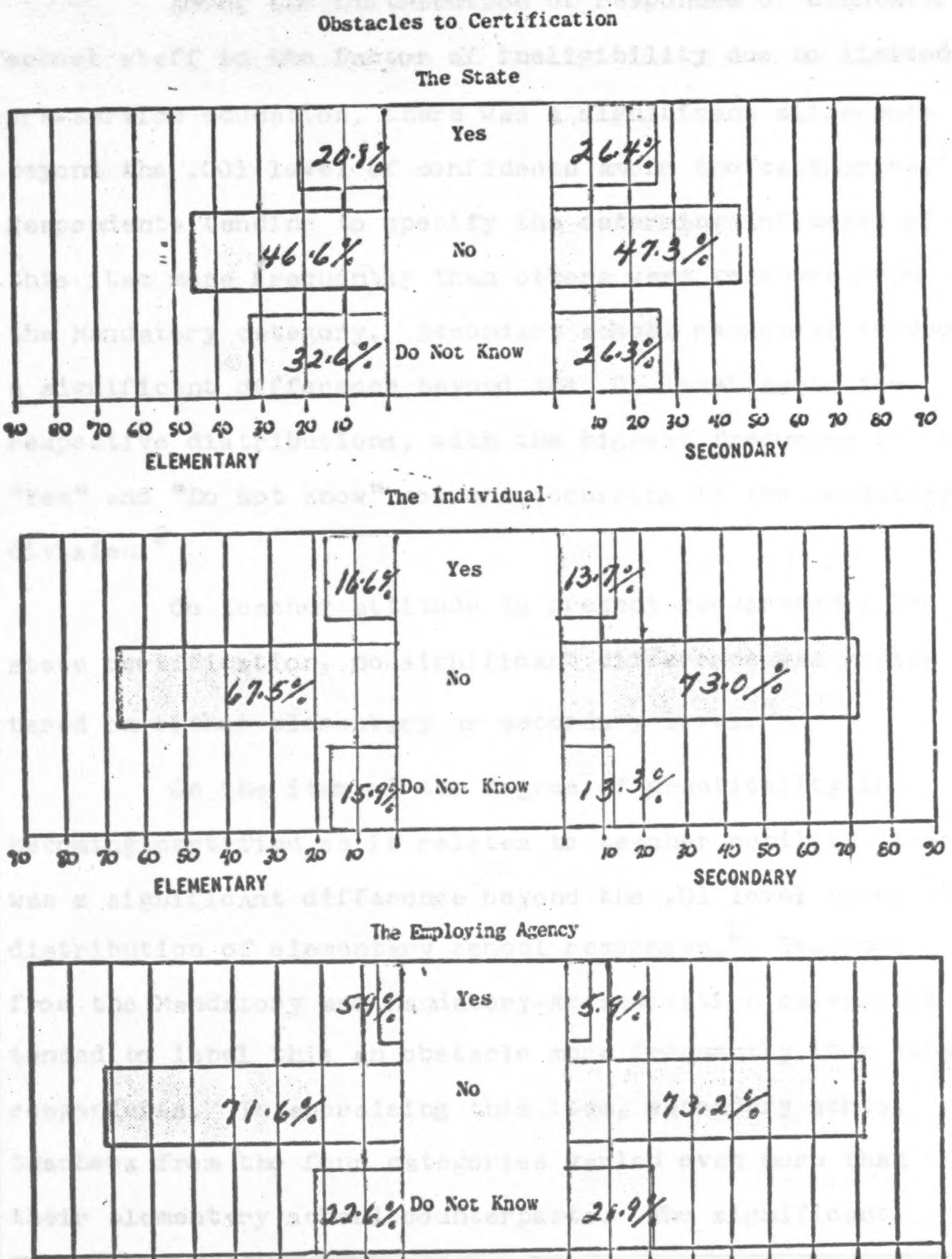

Figure 7. Percentage Distribution of Elementary and Secondary School Responses to Appraisal of Grouped Items Representing Obstacles to State Certification

Among the distribution of responses of elementary school staff to the factor of ineligibility due to limited pre-service education, there was a significant difference beyond the .001 level of confidence among the categories.[1] Respondents tending to specify the deterring influence of this item more frequently than others were teachers from the Mandatory category. Secondary school responses showed a significant difference beyond the .05 level among the respective distributions, with the highest frequency in the "Yes" and "Do Not Know" columns occurring in the Mandatory division.[2]

On teacher attitude to present requirements for state certification, no significant difference was registered on either elementary or secondary level.[3]

On the item of the degree of practicality in becoming certified as it relates to teacher mobility, there was a significant difference beyond the .01 level among the distribution of elementary school responses.[4] Teachers from the Mandatory and Mandatory-Accreditation categories tended to label this an obstacle more frequently than other respondents. In appraising this item, secondary school teachers from the four categories varied even more than their elementary school counterparts. The significant

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1. See Appendix E, p. 365.
2. See Appendix E, p. 365.
3. See Appendix E, p. 366.
4. See Appendix E, p. 367.

difference among the distributions of response was beyond the .001 level of confidence.[1] The No Provisions category registered the lowest frequency in specifying mobility as an obstacle to certification. Moreover, variations were particularly conspicuous in responses to the "Do Not Know" column, with the Mandatory division appearing to manifest the greatest lack of knowledge on this point.

Variations in elementary schools responses to the item of cost to qualify for certification demonstrated a significant difference beyond the .001 level.[2] Designating this as an obstacle to certification less frequently than respondents from the other divisions, were teachers from the Permissive category. On the secondary level, there was no significant difference among the distribution of responses.[3]

Regarding teacher attitude towards the value of state certification, elementary school personnel from the various categories manifested a significant difference beyond the .01 level in their responses.[4] Teachers from the Mandatory division deemed this factor to be less a problem than participants from the other three categories. On the secondary level, however, noncertified teachers from the Mandatory and Mandatory-Accreditation divisions identified teacher attitude towards the value of state certification as an obstacle more frequently than respondents from the Permissive and No Provisions categories. Chi-square analysis demonstrated a significant difference beyond the .05 level among the distribution of secondary school responses.[1]

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[1] See Appendix E, p. 367.
[2] See Appendix E, p. 368.
[3] See Appendix E, p. 368.
[4] See Appendix E, p. 369.

Having a significant difference beyond the .001 level in its distribution of responses, diocesan programs for certifying teachers in elementary schools constituted a greater obstacle to state certification for teachers in the Permissive category than for others.[2] Chi-square analysis demonstrated no significant difference in the distribution of secondary school responses to this item.[3]

In replying to the influence of the attitude of the religious community, respondents on both levels appeared to concur. There was no significant difference in the distribution of responses on either elementary or secondary level.[4]

Variations among elementary school responses to the obstacle concerning the attitude of the diocese towards certification, were statistically significant beyond the .001 level.[5] This condition likewise applied to secondary school responses.[6] While there was a close approximation in the "Yes" frequencies of elementary school respondents, teachers from the Mandatory and Mandatory-Accreditation categories tended to register more "No" replies and fewer "Do Not Know" responses than teachers from the other two divisions. More than one-fourth of the respondents from the Permissive and No Provisions categories manifested a lack of knowledge on this matter, while respondents from the Mandatory division appeared to be the most knowledgeable.

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[1] See Appendix E, p. 369.
[2] See Appendix E, p. 370.
[3] See Appendix E, p. 370.
[4] See Appendix E, p. 371.
[5] See Appendix E, p. 372.
[6] See Appendix E, p. 372.

Secondary school respondents demonstrated a decidedly different pattern in their replies. Participants from the Mandatory and Mandatory-Accreditation divisions tended to specify this factor as an obstacle more frequently than other respondents.

To provide a composite presentation of variations in appraisal of obstacles to certification from among the categories of respondents, percentage distributions of the three possible responses were made on the basis of total responses within each category. Table XIX illustrates the comparative distributions.

In responding to the items on obstacles to certification, noncertified elementary teachers from the Mandatory-Accreditation category specified less frequently than other respondents that particular items impeded their certification. On the secondary level, teachers from this category had the highest per cent of "No" responses, indicating thereby that for them, items which others identified as obstacles did not constitute problems for them with the same frequency. The highest frequency of "No" replies on the elementary level was in the Mandatory category.

TABLE XIX

PERCENTAGE DISTRIBUTION OF TOTAL RESPONSES TO ALL OBSTACLES ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Response to Items Specified as Possible Certification Obstacles									
	Elementary Level									
	Yes		No		Do Not Know		Total		Nonresponses	
	No.	%	No.	%	No.	%	No.	%	No.	%
Mandatory	111	13.9	567	71.1	120	15.0	798	100.0	75	8.6
Mand.-Accred.	341	12.1	1946	69.0	533	18.9	2820	100.0	510	15.4
Permissive	1278	13.2	6334	65.4	2068	21.4	9680	100.0	814	7.7
No Provisions	307	15.6	1317	66.7	348	17.7	1972	100.0	242	10.9
Total	2037	13.3*	10164	66.6*	3069	20.1*	15270	100.0	1641	9.7*
	Secondary Level									
State Policies	Yes		No		Do Not Know		Total		Nonrosponses	
	No.	%	No.	%	No.	%	No.	%	No.	%
Mandatory	35	14.2	162	65.9	49	19.9	246	100.0	-	-
Mand.-Accred.	114	13.1	639	73.3	119	13.6	872	100.0	109	11.1
Permissive	646	12.5	3601	69.6	930	18.0	5177	100.0	628	10.8
No Provisions	163	11.4	1017	71.3	246	17.3	1426	100.0	104	6.8
Total	958	12.4*	5419	70.2*	1344	17.4*	7721	100.0	841	9.8*

* Asterisks denote mean.

While respondents from the No Provisions division on the elementary level had the highest per cent of responses indicating that specified items were problems, secondary school responses registered the lowest frequency of "Yes" replies.

Secondary school teachers within the Mandatory category registered the highest per cent of "Yes" responses to the items specified as obstacles. Elementary teachers from this division appeared to be the most informed about aspects of certification, while those on the secondary level registered the greatest lack of knowledge on this topic. Teachers on the elementary level, appearing to have the least information on certification, were respondents from the Permissive category.

To present a comprehensive view of the comparative frequencies of the "Yes," "No," and "Do Not Know" columns, identical responses to these options within the four categories were combined and respective percentage distributions ascertained. This was effected on both elementary and secondary levels. Figure 8 illustrates the distribution.

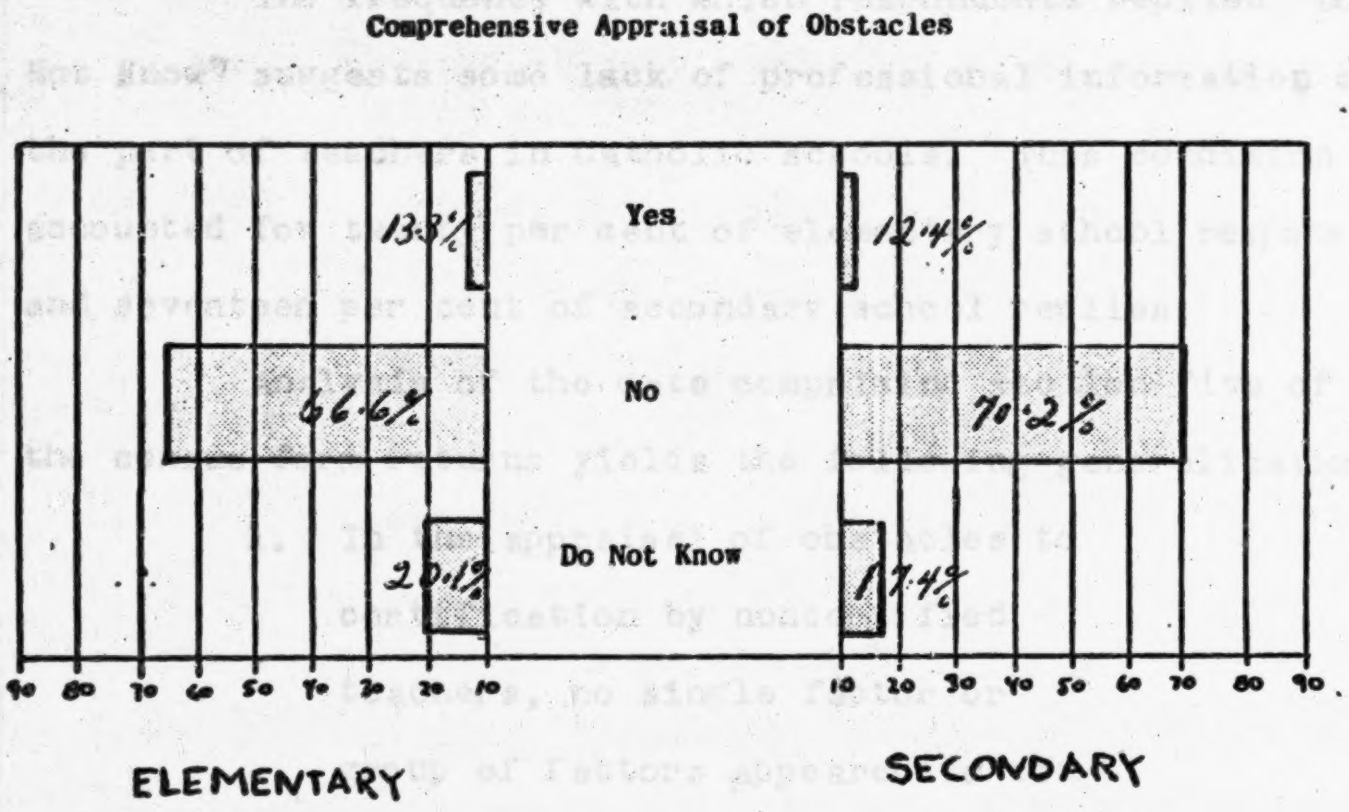

Figure 8. Percentage Distribution of Total Responses to Appraisal Of Items Representing Obstacles to State Certification

According to these data noncertified elementary and secondary school teachers did not perceive in the specified items any major deterrent to their certification. Only thirteen per cent of the total elementary school responses indicated that specific factors constituted problems; the same condition applied to only twelve per cent of the secondary school replies. This observation is supported by the corresponding high frequency with which items were specified as not constituting obstacles; sixty-seven per cent of the elementary and seventy per cent of secondary school responses represented this view.

The frequency with which respondents replied "Do Not Know" suggests some lack of professional information on the part of teachers in Catholic schools. This condition accounted for twenty per cent of elementary school responses and seventeen per cent of secondary school replies.

Analysis of the data comprising section five of the census form returns yields the following generalizations:

1. In the appraisal of obstacles to certification by noncertified teachers, no single factor or group of factors appeared to constitute a major deterrent to certification.
2. According to the obstacle groupings, arbitrarily established, the state factor constituted the chief obstacle.
3. Among the obstacles related to the individual, limited pre-service education ranked first on the elementary level; its counterpart on the secondary level was teacher attitude toward present state requirements. The former was specified by twenty-five per cent of noncertified

elementary school respondents, while the latter was identified as an obstacle by twenty-three per cent of noncertified secondary school teachers.

4. Obstacles related to the employing agency, ranked last among the grouped factors. Within this grouping, diocesan certification programs took the lead on the elementary level and the attitude of the religious community among secondary school responses.
5. Among the four categories of response, there were significant differences in the distribution of replies to certification obstacles. Items having distributions denoting real differences in the perception of obstacles by teachers on both elementary and secondary levels included the following:
    a. Position of the state regarding the certification of teachers in Catholic schools.
    b. Teacher attitude toward the value of state certification.
    c. Degree of practicality of certification due to teacher mobility.

d. Ineligibility occasioned by limited pre-service education.

e. Attitude of the diocese towards state certification.

On the elementary level, appraisal of two additional items, the probable cost of taking courses to qualify for certification and diocesan certification programs, also demonstrated significant differences among the views of respondents from the four categories.

6. In the appraisal of two obstacles, teacher attitude toward present state requirements, and the attitude of the religious community towards state certification, there were no significant differences among the distribution of responses on either elementary or secondary levels.

7. Considered as two individual groups, elementary and secondary school participants appeared to parallel each other in their general appraisal of obstacles to certification. Teachers on the elementary level tended to identify obstacles slightly more often than their counterparts on the secondary level. Moreover, they seemed to be slightly less informed on the subject than secondary school teachers.

8. According to the rank order of particular obstacles to certification on elementary and secondary levels, teaching staff on these levels varied in their views regarding the comparative deterring influence of particular items. Appearing to be especially noteworthy, were the variations in rank of the following items: ineligibility occasioned by limited pre-service education, diocesan certification programs, and teacher attitude toward present state requirements. The first two of these three items ranked higher on the elementary level than they did on the secondary, while the third item ranked higher on the secondary level than on the elementary.
9. In responding to items specified as obstacles to certification, noncertified teachers in both elementary and secondary schools evidenced a lack of information on certification. The mean response to the "Do Not Know" column was 341 and 149 on the elementary and secondary levels respectively. These figures represent approximately twenty and seventeen per cent respectively of elementary and secondary school staff responding to this section of the census form.

Certification Image of Noncertified Teachers

The sixth section of census form analysis concerns the certification image of noncertified teachers. In eliciting this information, the procedure employed was identical with that utilized in gathering information from certified teachers on the same question. That is, respondents were directed to assume that there were neither deterrents to, nor pressures for, certification, and to indicate whether, under such conditions, they would probably choose to become certified on their own initiative. Table XX depicts the distributions.

TABLE XX

PERCENTAGE DISTRIBUTION OF NONCERTIFIED TEACHERS FAVORING AND NOT FAVORING STATE CERTIFICATION

Grade Levels	Favoring		Nonfavoring		Nonresponses		Total	
	No.	%	No.	%	No.	%	No.	%
Elementary	1365	76.5	419	23.5	95	5.1	1879	100.0
Secondary	628	68.7	285	31.3	33	3.5	946	100.0

$\chi^2 = 19.150$ df = 1

Significant beyond the .001 level

On the elementary level, seventy-seven per cent of the noncertified teachers indicated that they favored state certification, while sixty-nine per cent of the secondary school staff held the same position. Although both groups manifested a decidedly positive attitude towards certification, the image held by teaching staff on the elementary level appeared to be more favorable than that of their secondary school counterparts. Chi-square analysis, based on the respective positive and negative frequencies, demonstrated a significant difference beyond the .001 level in the distribution of responses on the two levels.

To determine if the distributions of positive and negative responses differed significantly among the categories of respondents, the chi-square test was applied to the frequencies on both elementary and secondary levels. Table XXI depicts the frequency distributions employed in the analysis. Corresponding per cents are also presented.

Completion of the test for significance difference among the distribution of responses from the various categories of participants confirmed the null hypothesis: there is no significant difference among the distribution of responses on the four divisions of respondents. Rather the majority of noncertified elementary school teachers from the four categories of response concurred in being favorably disposed towards state certification.

The same general condition applied to secondary school staff; that is, there was no significant difference among the distribution of responses. Nevertheless, secondary school teachers reflected less concurrence in their replies. Manifesting the greatest deviations from the mean of the positive and negative responses were participants from the Mandatory-Accreditation division. While the positive replies within this category exceeded the negative, the mean of positive responses in this division was lower than that of the other three categories of response.

TABLE XXI

COMPARISON OF RESPONSES FROM NONCERTIFIED TEACHERS FAVORING AND NOT FAVORING CERTIFICATION ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Elementary Level							
	Favoring			Nonfavoring			Nonrespondents	
	No.	%a	%b	No.	%a	%b	No.	%
Mandatory	70	78.7	5.1	19	21.3	4.5	8	8.2
Mand.-Accred.	248	71.5	18.2	99	28.5	23.6	23	6.2
Permissive	874	78.4	64.0	241	21.6	57.5	51	4.4
No Provisions	173	74.2	12.7	60	25.8	14.3	13	5.3
Total	1365	76.5*	100.0	419	23.5*	100.0	95	5.1*
	$\chi^2 = 5.167$ df = 3 No Significant difference							

State Policies	Secondary Level							
	Favoring			Nonfavoring			Nonrespondents	
	No.	%a	%b	No.	%a	%b	No.	%
Mandatory	16	76.2	2.5	5	23.8	1.8	1	4.5
Mand.-Accred.	60	57.7	9.6	44	42.3	15.4	5	4.6
Permissive	439	70.7	69.9	182	29.3	63.9	24	3.7
No Provisions	113	67.7	18.0	54	32.3	18.9	3	1.8
Total	628	68.8*	100.0	285	31.2*	100.0	33	3.5*
	$\chi^2 = 7.408$ df = 3 No significant difference							

a. Per cent is based on the relation between the number specified and the total number within the category responding to the item.

b. Per cent is based on the relation between the number specified and the total number from all the categories responding in the same way.

* Asterisks denote mean.

Approximately twenty-four per cent of all the noncertified elementary school teachers, responding to this section of the census form indicated that if there were neither deterrents to, nor pressures for, certification, they would probably not choose to become certified. The same response was given by thirty-one per cent of the noncertified teachers on the secondary level.

Like the certified staff, noncertified teachers who reflected a negative image of certification were directed to indicate the reasons for their position. Table XXII illustrates the rank order of the various items, as these were specified by noncertified teachers. The designated per cents on each level were based on the total number of teachers on each level who expressed a negative response to the question of seeking certification on their own. In indicating objections to certification, noncertified teachers tended to specify under the designation "Other" more particular items than certified teachers. Four additional items are included in Table XXII, due to the frequency with which noncertified teachers listed them. These include: no necessity for certification, religious community decision, temporary nature of employment, and nearness to retirement age.

Of the 419 noncertified teachers on the elementary level, who responded negatively to the probability of seeking certification on their own, thirty-five per cent

TABLE XXII

RANK ORDER OF NEGATIVE FACTORS AFFECTING CERTIFICATION

Elementary Level				Secondary Level			
Rank	Negative Factors	No.	%[a]	Rank	Negative Factors	No.	%[a]
1	Impracticality due to mobility	148	35.3	1	Lack of commitment to the value of certification in general	149	52.3
2	Lack of commitment to the value of certification in general	111	26.5	2	Impracticality due to mobility	62	21.8
3	Financial aspect of acquiring	66	15.8	3	Quantitative aspect of professional requirements (too many)	48	16.8
4	Quantitative aspect of academic	63	15.0	4	Financial aspect of acquiring and maintaining certification	45	15.8
5	Method of certification, e.g., use of oral and written examinations	44	10.5	5	Qualitative aspect of professional requirements	38	13.3
6	System of certification in its allocation of authority	40	9.5	6	Qualitative aspect of academic requirements	37	13.0
7	Qualitative aspect of academic requirements	38	9.1	7	No necessity for certification	34	11.9
8	No necessity for certification	33	7.9	8	System of certification in its allocation of authority	30	10.5
9	Religious community decision	30	7.2	9	Quantitative aspect of academic requirements (too few)	28	9.8

TABLE XXII (continued)

Elementary Level				Secondary Level			
Rank	Negative Factors	No.	%	Rank	Negative Factors	No.	%
10	Qualitative aspect of profes-	24	5.7	10	Method of certification, e.g., use of oral and written examinations	20	7.0
11	Quantitative aspect of profes-	19	4.5	11	Quantitative aspect of academic requirements (too many)	19	6.7
12	Temporary nature of employment	16	3.8	12.5	Religious community decision	17	6.0
13	"Other"	12	2.9	12.5	"Other"	17	6.0
14	Nearness to retirement age	11	2.6	14	Quantitative aspect of professional requirements (too few)	4	1.4
15	Quantitative aspect of professional requirements (too few)	9	2.1	15	Temporary nature of employment	3	1.1
16	Quantitative aspect of academic requirements (too few)	4	1.0	16	Nearness to retirement age	2	1.0

a. Since respondents could and frequently did check more than one factor, the respective per cents in this table were based on the total number of respondents on each level who indicated that they would not choose to be certified on their own initiative. These totals were 419 and 285 on the elementary and secondary levels respectively.

identified as a deterrent, the apparent impracticality of certification due to the likelihood of moving out of state. While this factor headed the list of items specified by elementary school teachers, it ranked second on the secondary level.

Lack of commitment to the value of state certification in general, took second place on the elementary level, with twenty-seven per cent of the respondents checking this item. Secondary school teachers placed this factor first among the deterrents to seeking certification on their own initiative. Of the 285 secondary school teaching staff answering this section of the census form, fifty-two per cent cited the lack of commitment as an impediment to applying for certification.

The probable cost of taking courses to qualify for certification placed third in the frequency with which it was specified by elementary school teachers. Sixteen per cent of the respondents on both levels specified this condition as a reason for not acquiring certification. On the secondary level, it assumed the fourth rank.

As in the case of certified elementary school teachers, noncertified teachers on this level objected more to the factor of too many academic requirements than they did to that of too many professional requirements. The converse applied to the secondary level responses. Rank on the elementary level for the item on the quantity of academic credits was four; that for the factor on the extent of professional requirements was eleven. Corresponding ranks for these items on the secondary level were eleven and three respectively. Moreover, a greater number of secondary school teachers objected to the item of too few academic requirements than to that denoting too many such demands. The former assumed ninth rank on the secondary level. While twenty-eight secondary school teachers or ten per cent of the respondents considered the academic requirements too limited, only four elementary staff expressed this reaction, giving the item last rank.

Objections to the method and system of certification assumed fifth and sixth places respectively among response frequencies on the elementary level. In the rank order of secondary school responses, the system of certification was eighth, while disapproval of the method placed tenth in the series of deterrents.

Fifteen per cent of noncertified elementary school teachers who projected an unfavorable image of certification objected to the qualitative aspect of academic courses, while six per cent disapproved of the quality of professional courses. These items ranked seventh and tenth respectively. The qualitative aspect of professional requirements was held in disfavor by thirteen per cent of secondary school respondents and ranked fifth among the items.

Eight per cent of elementary school participants indicated that for them certification was not necessary and that this condition constituted a reason for not seeking it. Assuming eighth rank on the elementary level, this item placed seventh in the frequencies of secondary school responses, with twelve per cent of the secondary school participants checking it.

Reflecting perhaps to some degree, the thinking of these respondents are the following comments:

> I have never given the subject much thought, nor do I plan to unless some authority demands it. . . . Really there is no specific reason for acquiring certification. We work toward a degree and take courses to deepen and update our training. We are not concerned about state certification. . . . The question of certification has not confronted us. This responsibility, I think, has been assumed by the Diocesan Superintendent. . . . I feel no need for state certification since I am committed to the role of the lay person in Catholic education, and I intend to continue teaching in a parochial school in a diocese where state certification is not required. . . I have the qualifications for state certification, but since it is not called for, it is not necessary.

Providing a contrast to these views and appearing to add another dimension to the topic are the remarks of some noncertified teachers who reacted positively to certification. An elementary staff member, teaching in a state with a permissive certification policy commented, "Certification might help to prove that we are on a par with public school teachers." Teaching in a state mandating certification on the basis of accreditation, a secondary lay participant remarked, ". . . being aware that certification of teachers would be good for the prestige of Catholic schools, I intend to obtain mine." A male religious staff member gave as a reason for seeking certification the ". . . desire to achieve professional status and official recognition of competence."

Among the 419 teachers on the elementary level answering, "No" to the question of whether or not they would probably seek certification on their own, if there were neither deterrents to, nor pressures for, certification, seven per cent or thirty teachers noted that the reason for their negative response was that the religious community decided on such matters as certification of teachers. On the secondary level, seventeen teachers or six per cent of the responses expressed the same reaction.

Apparently these teachers misinterpreted the question, for according to its assumptions, they were to place themselves in a theoretic position where they were to make an independent choice. While the per cent of teachers responding in this way was not great, nevertheless such a reaction may suggest the reluctance of some teachers to assume responsibility for their professional development. Their commitment to community life may, in view of the particular need and the common good, limit their choice of service, but it does not relieve them of the responsibility to become adequately prepared for their work. Neither does it justify indifference or passivity in the matter of taking measures likely to render their work more efficacious, whether this be through continuous in-service education or striving for official recognition of competence. Referring to the necessity of professional awareness for today's teachers in Catholic schools, Brother Thomas Aquinas maintains:

> In a school system that is ever-expanding, which is responsible for the education of nearly thirteen per cent of the children and youth of the country, we are readily scrutinized. We cannot tolerate inadequacies. There is no room for non-professionalism. . . . Professional acumen must be as highly regarded as wealth of knowledge. . . . The teacher today must be a professional, a leader in his field, sure of his competence and an influence over his colleagues as well as his students.[1]

Temporary nature of employment was a deterrent to certification for four per cent of the elementary respondents and for one per cent of responding teachers in secondary schools. The respective ranks were twelve and fifteen. The "Other," which ranked thirteenth on the elementary level, with a three per cent response, included such factors as lacking citizenship, lack of time to take necessary courses, part-time teaching, and ill health. On the secondary level this item registered a six per cent response.

A final condition, responsible for respondents' unfavorable image of certification was that of too few

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1. Brother Thomas Aquinas, F.S.C., "The Teacher Today," The Catholic World, Vol. 202 (October 1965), pp. 45-46.

professional requirements. This ranked fifteenth on the elementary level and fourteenth among the frequencies of secondary school responses.

Analysis of data, included in section six of the census form yields the following observations:

1. Noncertified teachers in Catholic elementary and secondary schools favor state certification by seventy-seven and sixty-nine per cent respectively.
2. In projecting this favorable image of certification, noncertified teachers in elementary schools manifested a significantly greater disposition towards certification than their secondary school counterparts. In the distribution of positive and negative responses of these two groups, there is a significant difference beyond the .001 level of confidence.
3. Regarding positive and negative attitudes towards state certification, there is no significant difference in the distribution of responses among the four categories on either the elementary or the secondary level.

4. Of the total number of noncertified teaching staff on the elementary level, 419 teachers or twenty-four per cent expressed a negative attitude towards state certification. The counterpart on the secondary level was 285 teachers or thirty-one per cent.
5. While no deterrent to certification was specified by a majority of the noncertified elementary school teachers who hold certification in disfavor, fifty-two per cent of the secondary school teachers maintaining this position, specified a lack of commitment to the value of certification in general as a reason for not seeking it. This factor constituted a deterrent to twenty-seven per cent of the elementary school respondents.
6. The deterrent, registering the highest frequency of response on the elementary level, was the impracticality of certification due to teacher mobility. This was

specified by thirty-five per cent of elementary staff and by twenty-two per cent of secondary school respondents.

7. On both elementary and secondary levels, sixteen per cent of the teachers indicated that the cost of taking courses to qualify for certification, along with fees also required, exerted a deterring influence on certification.
8. Along with the three items already cited, also ranking in the upper fourth of the sixteen factors specified as deterrents to certification by elementary teachers, was that of too many academic requirements. On the secondary level, the factor of too many professional requirements was included in the upper fourth of the ranked items.
9. In addition to the factors already specified, those included in the upper half of the ranked items on both elementary and secondary levels were: the system of

certification, the qualitative aspect of academic requirements, and the perception of no necessity for certification.

10. Included in the upper half of ranked items on the elementary, but not on the secondary level, was the method of certification; included in the upper half of the ranked items on the secondary, but not on the elementary level, was the qualitative aspect of professional requirements.
11. Elementary school respondents appeared to object more frequently to the quantitative and qualitative aspects of academic requirements than to these aspects of professional requirements. The converse applied to the replies of noncertified secondary school teachers.
12. Seven and six per cent respectively of religious elementary and secondary school teachers, responding to this section of the census form, cited as a reason for not seeking certification, the condition that such a decision was in the realm of administration, rather than in the area of individual initiative.

Certification Images of Certified and Noncertified Teachers

The seventh and final section of the analysis of census form returns presents a comparison of the certification images held by certified and noncertified teachers. Data already presented confirmed the hypothesis that the majority of certified and noncertified teachers favor state certification. Figure 9 presents a composite view of their attitudes.

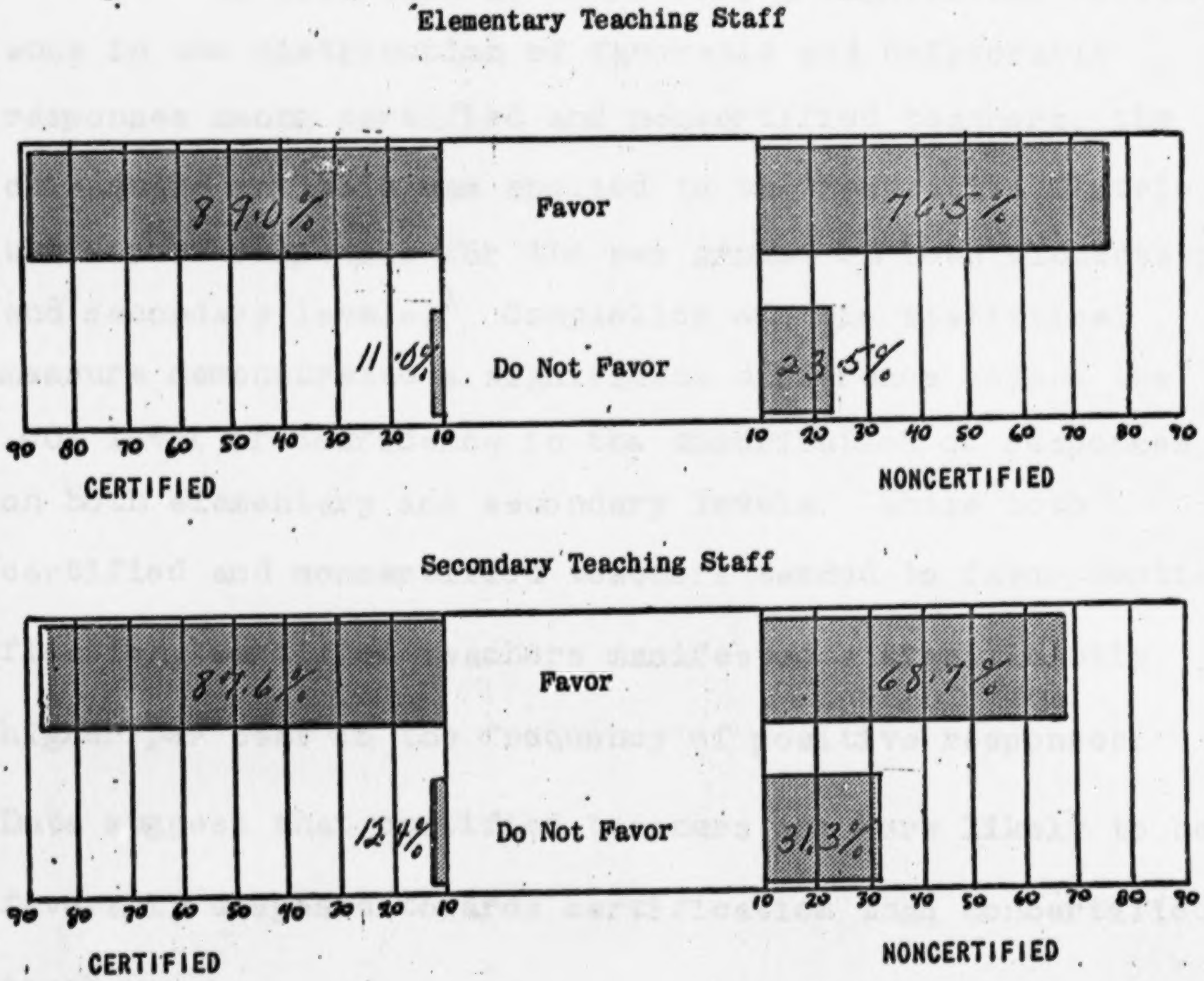

Figure 9. Percentage Distribution of Responses Reflecting Positive and Negative Attitudes Towards State Certification of Certified and Noncertified Teaching Staff in Catholic Elementary and Secondary Schools

On the elementary level, eighty-nine per cent of the certified teachers manifested a positive attitude towards certification, while eighty-eight per cent of certified, secondary school teachers expressed the same reaction. Similarly, seventy-seven per cent of noncertified teachers on the elementary level favored certification, and sixty-nine per cent of noncertified, secondary school staff maintained the same position.

To ascertain if there were a significant difference in the distribution of favorable and unfavorable responses among certified and noncertified teachers, the chi-square analysis was applied to the respective distributions of responses for the two groups on both elementary and secondary levels.[1] Completion of this statistical measure demonstrated a significant difference beyond the .001 level of confidence in the distribution of responses on both elementary and secondary levels. While both certified and noncertified teachers tended to favor certification, certified teachers manifested a significantly higher per cent in the frequency of positive responses. Data suggest that certified teachers are more likely to be favorably disposed towards certification than noncertified teachers.

Another hypothesis, dealing with the image factor of certification stated that certified and noncertified teachers, not favoring certification, most frequently ascribed this view to a lack of commitment to its value. Tables XVII and XXII, previously described,[1] presented data which confirmed this hypothesis with respect to certified teachers on both levels and noncertified teachers on the secondary level.[2] However, on the elementary level, noncertified teachers, not favoring certification, most frequently attributed this attitude to the impracticality of certification, due to the likelihood of inter-state movement. The factor relating to a lack of commitment ranked second in the response frequencies on this level.

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[1] See Appendix E, p. 373.

To provide additional information on the certification image of certified and noncertified teachers, a comparison was made of the responses of each group to all the negative factors affecting certification.[2] For this purpose, related items were combined. Table XXIII illustrates the respective distributions.

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1. See Chapter IV, pp. 159-160, 201-202.
2. It should be noted that this analysis includes only those certified and noncertified teachers who indicated that, should there be neither deterrents to, nor pressures for, certification, they would not choose to become certified on their own initiative. Respondents, maintaining a favorable attitude towards certification, were directed to disregard this section of the census form.

TABLE XXIII

COMPARATIVE EVALUATION OF NEGATIVE FACTORS AFFECTING CERTIFICATION BY CERTIFIED AND NONCERTIFIED TEACHERS NOT FAVORING CERTIFICATION[a]

Factors	Elementary						Secondary					
	Certified		Noncertified		Total		Certified		Noncertified		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Lack of commitment to the value of certification	38	31.7	111	26.5	149	27.6	69	42.1	149	52.3	218	48.6
Academic requirements[b]	39	10.8	105	8.4	144	8.9	83	16.9	84	9.8	167	12.4
Professional requirements[c]	45	12.5	52	4.1	97	6.0	92	18.7	90	10.5	182	13.5
Administrative aspects[d]	54	15.0	232	16.5	286	17.7	87	17.7	112	13.1	199	14.8
Financial aspect of acquiring and maintaining certification	31	25.8	66	15.8	97	18.0	19	11.6	45	15.8	64	14.3
"Other"[e]	12	10.0	102	24.3	114	18.9	13	7.9	73	25.6	86	19.2
Total	219	15.2*	668	13.3*	887	13.7*	363	18.4*	553	16.2*	916	17.0*
	$\chi^2 = 50.623$ df = 5 Significant beyond the .001 level						$\chi^2 = 49.328$ df = 5 Significant beyond the .001 level					

a. Comparison is valid only for relating certified with noncertified columns on an item-by-item basis. Bases of respective per cents for each item varied according to the number of items combined into one general factor.

b. Academic requirements include the two quantitative aspects and the qualitative aspect of required academic courses.

c. Professional requirements include the two quantitative aspects and the qualitative aspect of required professional courses.

d. Administrative aspects include the method and system of certification and the problem of reciprocity and inter-state transfer of teachers.

e. "Other" includes all the items teachers specified under this term.

* Asterisks denote mean.

On the elementary level, the frequency with which certified teachers, not favoring certification, specified a lack of commitment to its value exceeded that expressed by the noncertified teachers. Reflecting this appraisal were thirty-two and twenty-seven per cent respectively of certified and noncertified teachers answering this section of the census form.

On the secondary level, the per cent of certified teachers uncommitted to the value of certification was less than that representing noncertified teachers. Apparently, certified, elementary school teachers, not favoring certification, are less disposed to it than their noncertified, elementary counterparts, whereas the opposite condition seems to prevail on the secondary level.

Certified teachers on the elementary level also appeared to be more critical of academic requirements than noncertified teachers on this level. Moreover, an even greater disparity in the response frequencies was evident on the secondary level, where seventeen per cent of the certified teachers objected to academic aspects of certification, and ten per cent of the noncertified teachers expressed disapproval in this area. A similar condition applied to disapproval of professional requirements by elementary and secondary school teachers.

In appraising the administrative deterrents, including the system and method of certification, along with the problem of mobility and inadequate provisions for reciprocity, certified, elementary school teachers evinced disapproval less frequently than noncertified teachers. On the secondary level, response frequencies to administrative aspects of certification were greater for certified than for noncertified teachers.

The cost of courses and the fees demanded for certification, elicited a higher rate of disapproval by certified teachers than noncertified teachers on the elementary level. The converse applied to appraisals of this item on the secondary level.

The greatest disparity in frequencies appeared to be in the responses to the item designated "Other." Certified teachers on both levels expressed only a negligible number of responses to this item, whereas noncertified teachers tended to be much more explicit. On the assumption that teachers tended to specify only one item under the heading "Other," twenty-four per cent of noncertified, elementary teachers specified some factor in response to this general term. Secondary, noncertified teachers did so by twenty-six per cent. Specific items repeated frequently by noncertified teachers included the perception of no necessity for certification and the explanation that seeking certification was a decision of the religious community rather than that of the individual community member.

Application of chi-square analysis to the respective frequencies of response to items, representing possible deterrents to seeking certification, demonstrated a significant difference beyond the .001 level among the responses of certified and noncertified teachers. This difference obtained on both elementary and secondary levels.

Analysis of data on the certification image of certified and noncertified teachers yields the following observations:

1. The majority of both certified and noncertified teachers in Catholic schools favor state certification.
2. The extent to which certified teachers demonstrated a favorable attitude towards certification was significantly greater than that expressed by noncertified teachers. This difference, extending beyond the .001 level of confidence, applied to comparisons on both elementary and secondary levels.
3. Certified and noncertified teachers, not favoring certification, expressed significant differences in the frequencies with which they responded to the various items, constituting possible reasons for maintaining this position. Significant beyond the .001 level, these differences applied to comparisons

on both elementary and secondary levels.

4. On both elementary and secondary levels, certified teachers objected more frequently than noncertified teachers to the following items:
    a. Academic requirements.
    b. Professional requirements.
5. In addition to the above items, certified teachers on the elementary level objected more frequently than noncertified teachers to the cost of qualifying for and maintaining certification. They also responded more frequently than their noncertified counterparts to the item dealing with a lack of commitment to certification. The converse applied to the evaluation of these items on the secondary level.
6. In addition to the items related to certification requirements, certified teachers on the secondary

level objected more frequently than their noncertified counterparts to administrative aspects of certification. The converse applied to the evaluation of this item on the elementary level.

7. Certified teachers on both elementary and secondary levels specified fewer individual items under the designation, "Other" than noncertified teachers. This difference constituted the greatest variation in the appraisal of individual items by certified and noncertified teachers.

This presentation concludes the analysis of data from the census forms directed to teachers in Catholic elementary and secondary schools. In summary, this section presented a description of the participating teachers, their certification status, factors bringing about their certification, obstacles to obtaining a credential, and the certification image of certified and noncertified teachers. The following division of Chapter IV concerns the analysis of opinionnaire returns, submitted by diocesan superintendents of schools.

III. ANALYSIS OF RESPONSES FROM DIOCESAN SUPERINTENDENTS OF SCHOOLS

The third and last major division of the analyses of data concerns the certification of teachers in Catholic elementary and secondary schools as perceived by the diocesan superintendents of schools. The opinionnaire used to elicit this information treats five aspects of this topic:

1. Factors favoring state certification of Catholic school teachers.
2. Factors unfavorable to their state certification.
3. Factors unfavorable to inaugurating programs of state certification of Catholic school teachers.
4. General opinion on comparison of favorable and unfavorable factors.
5. The policy or policies of state certification considered most appropriate for teachers in Catholic schools.

The first four aspects constitute Part I of the opinionnaire, while the fifth comprises Part II. Separate treatment of each area precedes a comprehensive view of findings within the respective area. Throughout the analysis, data are grouped according to the category of the state certification policy of the respondent. The term "dual policy" (DP), introduced in this section, represents replies from ten diocesan superintendents in four states having different policies for certifying elementary and secondary school teachers.[1] The findings presented here are based on returns from 118 or eighty-four per cent of the diocesan superintendents contacted.[2]

In the first three sections of the opinionnaire, respondents were requested to indicate the degrees of significance they attached to particular items. To facilitate analysis of these findings, arbitrary designations and weights were assigned to the areas of significance as described previously.[3] In addition to the use of factor indices in the analysis of data, the chi-square test for significant difference was employed where appropriate.[4]

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[1] In Iowa, elementary school teachers are required to hold certificates, while personnel on the secondary level may be certified if they are eligible and apply. In Kentucky, Oregon, and Virginia, certification is permissive on the elementary level and mandatory on the basis of accreditation for teachers in Catholic secondary schools.

[2] See Chapter III, Table II, p. 76.

[3] See Chapter IV, pp. 141-142

[4] The terms "Very Significant," "Moderately Significant," etc., as employed in this part of the study are not to be confused with the terms "significant difference" or "real difference." The former refer to arbitrary measures, while the latter always presuppose the use of a statistical measure. Both kinds of designations are utilized in this analysis. However, only when statistical measures have been employed is the term "significant or real difference" used. Otherwise the expression refers to the arbitrary equivalents described previously.

The last section utilized percentage distribution primarily as a basis of interpretation.

Part I, Section A: Factors Favoring State Certification of Catholic School Teachers

The initial part of the opinionnaire, Section A, aimed to ascertain the view of superintendents on factors favoring state certification of teachers in Catholic schools. Ranging from stimulating professional growth of the teachers to strengthening requests for public aid to private education, the items numbered fifteen. Table XXIV presents the percentage distribution of areas of significance and the factor index for each item arranged in rank order according to the total weighted significance.

The majority of superintendents indicated that all factors were either moderately or very significant. Approximately twenty-one per cent of the respondents rated three items as slightly significant, while at least eight per cent attributed no significance to six factors.

Among those most often specified as very significant were the following: providing tangible evidence that teachers in Catholic schools have a professional preparation commensurate with that of their public school counterparts, assisting Catholic schools in meeting general state educational requirements, improving the public image of Catholic elementary schools, and stimulating the professional growth of teachers. The mean per cent of response classifying items as very significant was forty-six per cent.

TABLE XXIV

RANK ORDER OF FACTORS FAVORING MANDATORY STATE CERTIFICATION ACCORDING TO ASCRIBED SIGNIFICANCE

Rank	Favorable Factors	Areas of Significance[a]										
		V S		M S		S S		N S		NR[b]		F I[c]
		No.	%	No.	%	No.	%	No.	%	No.	%	
1	Providing tangible evidence that teachers in Catholic schools have a professional preparation commensurate with that of their public school counterparts	84	71.8	25	21.4	5	4.3	3	2.6	1	.9	3.62
2	Improving generally the public image of Catholic elementary schools	68	58.1	36	30.8	11	9.4	2	1.7	1	.9	3.45
3	Stimulating professional growth of the teachers	64	54.2	39	33.1	12	10.2	3	2.5	-	-	3.39
4	Assisting Catholic schools in meeting general state educational requirements	70	59.8	27	23.1	13	11.1	7	6.0	1	.9	3.37
5	Providing assurance to parents of children attending Catholic schools that teachers are professionally prepared	62	52.5	39	33.1	15	12.7	2	1.7	-	-	3.36

TABLE XXIV (continued)

Rank	Favorable Factors	Areas of Significance[a]								NR[b]		F I[c]
		V S		M S		S S		N S				
		No.	%	No.	%	No.	%	No.	%	No.	%	
6	Improving generally the public image of Catholic secondary schools	62	53.9	34	29.6	12	10.4	7	6.1	3	2.5	3.31
7	Strengthening requests for public aid to private education	59	50.0	35	29.7	15	12.7	9	7.6	-	-	3.22
8	Protecting children by restricting eligibility for teaching to those who have at least the required minimum of professional preparation	56	47.9	37	31.4	15	12.7	10	8.5	-	-	3.18
9	Improving the Catholic School system in the United States	49	41.9	45	38.5	17	14.5	6	5.1	1	.9	3.17
10	Improving generally, though not assuring teacher performance in Catholic elementary schools	35	29.9	60	51.3	16	13.7	6	5.1	1	.9	3.06

TABLE XXIV (Continued)

Rank	Favorable Factors	Areas of Significance[a]								NR[b]		F I[c]
		V S		M S		S S		N S				
		No.	%	No.	%	No.	%	No.	%	No.	%	
11	Providing opportunities for personnel in public and nonpublic school administration to work together on matters of common concern in teacher education	43	36.8	37	31.6	29	24.8	8	6.8	1	.9	2.98
12	Promoting equality of educational opportunity for students within Catholic schools	35	30.0	46	39.3	25	21.4	11	9.4	1	.9	2.90
13.5	Promoting articulation between teachers in Catholic schools and their public school counterparts	45	38.1	33	28.0	21	17.8	19	16.1	-	-	2.88
13.5	Improving generally, though not assuring teacher performance in Catholic secondary schools	33	29.0	48	42.1	22	19.3	11	9.7	4	3.4	2.88

TABLE XXIV (continued)

Rank	Favorable Factors	Areas of Significance[a]								NR[b]		F I[c]
		V S		M S		S S		N S				
		No.	%	No.	%	No.	%	No.	%	No.	%	
15	Promoting self-confidence in the teachers	33	28.1	45	38.1	30	25.4	10	8.5	-	-	2.86
	Mean	53.2	45.5	39.1	33.4	17	14.5	7.6	6.5	.9	.8	3.18

a. Abbreviations used to indicate areas of significance include the following: VS - Very Significant, MS - Moderately Significant, SS - Slightly Significant, and NS - Not at all Significant.

b. Abbreviation NR denotes nonresponses to the particular item.

c. Abbreviation F I denotes Factor Index.

The favorable factor most frequently attributed no significance was that of promoting articulation between teachers in Catholic schools and their public school counterparts. This item was checked as having no significance by sixteen per cent of the respondents. The mean per cent of response, however, in this area of significance was eight per cent.

These findings indicate that superintendents as a group view state certification of teachers in Catholic schools as highly beneficial. The chief school officers appear to be particularly impressed with the image benefits accruing from certification. They also manifest an awareness of the practical value it affords in enabling schools to meet state educational requirements and in stimulating the professional growth of teachers.

Apparently a small number of superintendents do not perceive any value in the potential certification has for effecting dialogue between teaching personnel in public and nonpublic schools. It is possible also that they do not look upon the dialogue itself as valuable or desirable. Nevertheless, it would seem that meeting common requirements could give rise to the development of common interests, communication, and mutual cooperation. Moreover, should certified teachers be called upon to assist in evaluating certification programs, their common experiences in acquiring certification could possibly provide a milieu for fruitful collaboration between teachers in public and nonpublic schools.

Yielding a comprehensive view of opinions on the factors favoring state certification of teachers in Catholic schools were the factor indices, computed for each item. According to this measure, two factors reached the level designated very significant. These were providing tangible evidence that teachers in Catholic schools have a professional preparation commensurate with that of their public school counterparts and improving generally the public image of Catholic elementary schools. The remaining thirteen items placed moderately significant.

Of the five factors ranking in the upper third of the fifteen items, four were concerned with improving the image of Catholic schools either generally or specifically. The fifth factor related directly to the professional growth of the teacher. Perhaps the priority attributed to the image factor was occasioned in part by the unfavorable press given Catholic schools in the recent past.[1]

Two factors listed on the opinionnaire treated elementary and secondary schools separately. To both of these, respondents consistently ascribed greater significance in their application to elementary schools. This seems to imply that according to the view of diocesan school superintendents, elementary schools would benefit more from mandatory teacher certification than would secondary schools.

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[1] *Cf.* James O'Gara, "Catholic Baiting?" *Commonweal*, Vol. 79 (January 1964), p. 500; Peter H. Rossi and Rev. Andrew M. Greeley, "The Impact of the Catholic Denominational School," *The School Review*, Vol. 72 (Spring 1964), pp. 34-51; Mary Perkins Ryan, *Are Parochial Schools the Answer?*

While the mean of the factor indices was 3.18 and the factor index of each item registered at least moderately significant, variations in opinion among the respondents from varying categories of state policies were in evidence. Table XXV presents the degree of significance for each item in each category and the range in indices among the categories.

A close approximation of indices exists between the Mandatory and Mandatory-Accreditation categories. Indices in both divisions reached the very significant level on six identical items and ranged in the moderately significant area on the remaining nine items.

Similarly the opinions of superintendents from the Permissive category tended to concur with those of the chief school officers from the No Provisions division. Both groups evaluated as very significant one item and ascribed a moderately significant degree of importance to the other items.

Superintendents representing dioceses in states having a Dual Policy, judged as very significant, five of the items so designated by respondents from the first two categories. However, they identified two additional items as very significant, thereby giving their category the highest mean factor index. Although the superintendents comprising this category numbered only ten, it nevertheless merits comment that in situations where comparisons could be made through recourse to actual experience, the respondents manifested the most positive attitude towards the favorable factors accruing from mandatory state certification of teachers in Catholic schools.

TABLE XXV

DISTRIBUTION OF AREAS OF SIGNIFICANCE BASED ON FACTOR INDICES ACCORDING TO CATEGORY OF STATE POLICY[a]

Favorable Factors	State Policies					Range
	M	M-A	PER	NP	DP	
Providing tangible evidence that teachers in Catholic schools have a professional preparation commensurate with that of their public school counterparts	VS	VS	VS	VS	VS	.1
Improving generally the public image of Catholic elementary schools	VS	VS	MS	MS	VS	.6
Stimulating professional growth of the teachers	VS	VS	MS	MS	VS	.5
Assisting Catholic schools in meeting general state educational requirements	VS	VS	MS	MS	VS	1.0
Providing assurance to parents of children attending Catholic schools that teachers are professionally prepared	VS	VS	MS	MS	VS	.6
Improving generally the public image of Catholic secondary schools	MS	MS	MS	MS	VS	.9

TABLE XXV (continued)

Favorable Factors	State Policies					Range
	M	M-A	PER	NP	DP	
Strengthening requests for public aid to private education	MS	MS	MS	MS	MS	.4
Protecting children by restricting eligibility for teaching to those who have at least the required minimum of professional preparation	VS	VS	MS	MS	MS	.8
Improving the Catholic school system in the United States	MS	MS	MS	MS	VS	.7
Improving generally, though not assuring teacher performance in Catholic elementary schools	MS	MS	MS	MS	MS	.5
Providing opportunities for personnel in public and nonpublic school administration to work together on matters of common concern in teacher education	MS	MS	MS	MS	MS	.6
Promoting equality of educational opportunity for students within Catholic schools	MS	MS	MS	MS	MS	.6

TABLE XXV (continued)

Favorable Factors	State Policies					Range
	M	M-A	PER	NP	DP	
Promoting articulation between teachers in Catholic schools and their public school counterparts	MS	MS	MS	MS	MS	.3
Improving generally, though not assuring teacher performance in Catholic secondary schools	MS	MS	MS	MS	MS	.7
Promoting self-confidence in the teachers	MS	MS	MS	MS	MS	.9
Mean Factor Indices	3.33	3.32	2.96	3.03	3.44	.6

a. Abbreviations used to indicate areas of significance include the following: VS - Very Significant, MS - Moderately Significant, SS - Slightly Significant, and NS - Not at all Significant; abbreviations for categories of state policy include the following: M - Mandatory, M-A - Mandatory on the basis of school Accreditation, PER - Permissive, NT - No Provisions, and DP - Dual Policy.

The factor showing the highest degree of concurrence in superintendents' opinions was that concerned with providing evidence that Catholic school teachers were on a par with public school personnel. In all categories, this item was designated as very significant, the range among the categories being .1.

The greatest range, 1.0, appeared in the levels of significance attributed to the factor concerning the assistance certification would provide in enabling schools to meet general state educational requirements. Attributing the most importance to this item were superintendents from the Dual Policy category; ascribing the least significance to the same factor were the chief school officers from the No Provisions division. These variations, however, occasioned primarily by the divergence of views in the Dual Policy and No Provisions categories, are rendered less weighty due to the small number of respondents in both of these divisions.

To ascertain whether the differences in the extent of significance ascribed to the favorable factors by superintendents from the various categories were real differences or only those occasioned by chance, the chi-square test was applied to these levels as they were expressed in total weights. Table XXVI illustrates the data used for this computation.

TABLE XXVI

COMPARISON OF SIGNIFICANCE ASCRIBED BY SUPERINTENDENTS TO FAVORABLE FACTORS OF MANDATORY CERTIFICATION ACCORDING TO CATEGORY OF STATE POLICY

	State Policies				
	M	M-A	PER	NP	DP
Total Responses	375	434	665	134	149
Total Weighted Significance[a]	1250	1440	1971	406	513

$\chi^2 = 4.664$ df = 4

No significant difference

[a] For explanation of "Total Weighted Significance," refer to Chapter IV, p. 141.

While superintendents from the Mandatory, Mandatory-Accreditation, and Dual Policy categories tended to rate the favorable factors somewhat higher than did the chief school officers from the Permissive and No Provisions divisions, there was no significant difference among their opinions.

As a group, then, diocesan superintendents of schools concur on the following points:

1. In general, superintendents view all factors favoring mandatory state certification as either very or moderately significant.

2. **Superintendents see two of the fifteen factors as very significant: providing tangible evidence that teachers in Catholic schools have a professional preparation commensurate with that of their public school counterparts and improving generally the public image of Catholic elementary schools.**
3. **Improving generally or specifically the image of Catholic education is one of the foremost benefits which state certification of Catholic school teachers can provide at the present time.**
4. **The power of certification to stimulate the professional growth of teachers approaches that associated with the image factor.**
5. **While factors favoring state certification apply to both Catholic elementary and secondary school teachers, the advantages deriving from some of these factors are greater on the elementary than on the secondary level.**

Section B: Factors Unfavorable to State Certification of Catholic School Teachers

Sections B and C of the opinionnaire were concerned with the unfavorable factors attending mandatory state certification of teachers in Catholic schools. Specified items ranged from the alleged failure of certification programs to achieve their goal, through those deriving from the content of certification programs, to those associated with their administration. To facilitate the completion of this part of the instrument, factors were divided into two groups, those relating to ongoing certification programs and those peculiar to inaugurating programs.

Comprising the first group, designated as Section A, were twelve factors. Table XXVII presents these items in rank order, together with the percentage distribution of the areas of significance for each item and the corresponding factor index.

More than fifty per cent of the respondents evaluated two of the twelve items as very significant. Moreover, the majority of the superintendents indicated that ten of the factors were either very significant or moderately significant. At least twenty-six per cent deemed half the items only slightly significant, while at least eighteen per cent attributed no significance to the same number of factors.

TABLE XXVII

RANK ORDER OF UNFAVORABLE FACTORS ATTENDING ONGOING PROGRAMS OF MANDATORY STATE CERTIFICATION ACCORDING TO ASCRIBED SIGNIFICANCE[a]

		Areas of Significance										
		V S		M S		S S		N S		NR		F I
Rank	Unfavorable Factors	No.	%	No.	%	No.	%	No.	%	No.	%	
1	Lack of specific provisions for Catholic school representation in formulating state certification policy and requirements	66	56.9	28	24.1	15	12.9	7	6.0	2	1.7	3.32
2	Financial burden for the schools due to the salary demanded to attract and retain certified lay teachers	61	52.6	34	29.3	10	8.6	11	9.5	2	1.7	3.25
3.5	Inudequacy of provisions for state reciprocity in teacher certification	54	47.0	31	27.0	22	19.1	8	7.0	3	2.5	3.14
3.5	Recruitment problem due to minimum requirements for initial certification (Elementary schools)	44	38.9	41	36.3	20	17.7	8	7.1	5	4.2	3.14

TABLE XXVII (continued)

Rank	Unfavorable Factors	Areas of Significance								NR		F I
		V S		M S		S S		N S				
		No.	%	No.	%	No.	%	No.	%	No.	%	
5	Controversy regarding the Proportion of professional and academic content required for certification	37	32.5	47	41.2	23	20.2	7	6.1	4	3.4	3.00
6	Problem of goal--failure of certification programs to provide assurance of teacher competence	22	19.1	45	39.1	36	31.3	12	10.4	3	2.5	2.67
7	Controversy regarding the locus of control for state certification	31	27.2	35	30.7	25	21.9	23	20.2	4	3.4	2.65
8	Duplication of efforts occasioned by present requirements of voluntary accrediting bodies whose requirements are identical with or comparable to state certification requirements (Secondary schools)	25	22.1	37	32.7	31	27.4	20	17.7	5	4.2	2.59

TABLE XXVII (continued)

Rank	Unfavorable Factors	Areas of Significance								NR		F I
		V S		M S		S S		N S				
		No.	%	No.	%	No.	%	No.	%	No.	%	
9	Recruitment problem due to minimum requirements for initial certification (Secondary schools)	16	14.4	45	40.5	29	26.1	21	18.9	7	5.9	2.51
10	Inclusion of specific certification requirements having no direct relevance to effective teaching, e.g., the history of the state	25	21.7	33	28.7	31	27.0	26	22.6	3	2.5	2.50
11	Duplication of efforts, etc. (Elementary schools)	12	10.4	28	24.3	38	33.0	37	32.2	3	2.5	2.13
12	Omission of requirements in religion to qualify for certification	19	16.5	21	18.3	30	26.1	45	39.1	3	2.5	2.12
	Mean	34.3	30.1	35.4	31.1	25.8	22.6	18.8	16.5	3.7	3.1	2.75

a. Abbreviations are identical with those employed in Table XXIV, p. 227.

The item cited most frequently as very significant and that having the highest factor index was the lack of specific provisions for Catholic school representation in formulating state certification policy and requirements. Attaching this degree of significance to the problem of inadequate representation were sixty-six superintendents or fifty-seven per cent of the total number of respondents.

The factor index for this item reached 3.32 and placed it in the area of being moderately significant. In a few instances, however, the chief school officer indicated that in his particular diocese, there were provisions for Catholic school representation in policy making. One of these superintendents, remarking on the willingness of the state department of education to cooperate with parochial school personnel, observed:

> Unfortunately, entirely too many educators and bishops have terrible misgivings about the State Department of Education in entirely too many states. These are present in most cases because of poor public relations coupled with ignorance.

According to the factor indices, no item reached the level designated as very significant. Ten factors were moderately significant, and two were slightly significant. In rank order, factors related to the administration of certification programs took the lead, the first four being administrative. In addition to the first of representation, were the following: the financial burden occasioned by the salary demanded to attract and retain certified lay teachers, inadequate provisions for state reciprocity, and recruitment difficulties due to minimum requirements for initial certification in elementary schools.

The problem of content assumed the fifth place, that of the alleged failure of certification programs to realize their goal, the sixth, while the remaining six factors concerned further dimensions of administration and content. Respondents ascribed greater significance to the recruitment problem as it applied to elementary schools. While the factor index on this particular item reached the moderately significant level for both elementary and secondary schools, there was a difference of .6 in the indices.

Variations in superintendents' responses to the same items may be observed in Table XXVIII, which illustrates the factor index on each item in each category of response and the range in indices among the categories.

A high level of concurrence among opinions marked the superintendents' appraisal of the unfavorable factors attending mandatory state certification of Catholic school teachers. Respondents from all five categories ascribed a moderate degree of significance to four identical items and attributed slight significance to another factor. In each category of response, the mean factor index fell within the span designated as moderately significant.

The factor showing the closest parallel in the thinking of the chief school officers was that specifying the controversy regarding the proportion of professional and

TABLE XXVIII

DISTRIBUTION OF AREAS OF SIGNIFICANCE BASED ON FACTOR INDICES ACCORDING TO CATEGORY OF STATE POLICY[a]

Unfavorable Factors	State Policies					Range
	M	M-A	PER	NP	DP	
Lack of specific provisions for Catholic school representation in formulating state certification policy and requirements	MS	MS	VS	VS	VS	.7
Financial burden for the schools due to the salary demanded to attract and retain certified lay teachers	MS	MS	MS	MS	MS	.5
Inadequacy of provisions for state reciprocity in teacher certification	MS	MS	MS	MS	MS	.8
Recruitment problem due to minimum requirements for initial certification (Elementary schools)	MS	VS	MS	MS	MS	.9
Controversy regarding the proportion of professional and academic content required for certification	MS	MS	MS	MS	MS	.1
Problem of goal--failure of certification programs to provide assurance of teacher competence	MS	MS	MS	MS	MS	.5

TABLE XXVIII (continued)

Unfavorable Factors	State Policies M	M-A	PER	NP	DP	Range
Controversy regarding the locus of control for state certification	SS	MS	MS	MS	MS	.7
Duplication of efforts occasioned by present requirements of voluntary accrediting bodies, whose requirements are identical with or comparable to state certification requirements (Secondary schools)	MS	SS	MS	MS	SS	.5
Inclusion of specific certification requirements having no direct relevance to effective teaching, e.g., the history of the state	SS	MS	MS	MS	SS	.5
Recruitment problem due to minimum requirements for initial certification (Secondary schools)	MS	MS	SS	SS	MS	.4
Duplication of efforts etc. (Elementary schools)	SS	SS	SS	SS	SS	.7
Omission of requirements in religion to qualify for certification	SS	SS	SS	MS	SS	.7
Mean Factor Indices	2.65	2.76	2.73	2.76	2.53	

a. Abbreviations are identical with those employed in Table XXV, p. 233.

academic content required for certification. This item, deemed moderately significant, had a range of .1. Effecting a range of .9, the greatest diversity of opinion was expressed in appraising the significance of the factors related to the problem of recruitment on the elementary level and to the duplication of efforts on the secondary level, occasioned by accreditation and certification requirements. Respondents attributing the least significance to these items were those from the Dual Policy category. The small number however, comprising this category, lessens the import of its variations.

Further evidence of concurrence in superintendents' evaluation of the unfavorable factors attending certification emerged upon application of the chi-square test for significant difference. As shown in Table XXIX, the total number of responses and their total weighted significance according to each category of state policy constituted the bases for the comparison.

TABLE XXIX

COMPARISON OF SIGNIFICANCE ASCRIBED BY SUPERINTENDENTS TO UNFAVORABLE FACTORS OF MANDATORY CERTIFICATION ACCORDING TO CATEGORY OF STATE POLICY

	State Policies				
	M	M-A	PER	NP	DP
Total Responses	300	340	508	104	120
Total Weighted Significance	796	938	1441	298	303
	$\chi^2 = 1.788$ df = 4 No significant difference				

Subjection of data to chi-square analysis confirmed the observation that there is no real difference among the opinions of superintendents from varying categories of state policy, regarding the unfavorable factors associated with state certification of Catholic school teachers. This test yielded similar results when it was applied under the same conditions to the favorable factors.

As superintendents concurred in their overall evaluations of the positive and negative elements attending certification, they simultaneously ascribed priority to the favorable factors. The index, representing the significance they attributed to the favorable factors was 3.18, while that reflecting their appraisal of the unfavorable factors was 2.75. To ascertain if the difference were statistically significant, the chi-square was computed on the basis of the total weighted significance of favorable and unfavorable factors, as illustrated in Table XXX.

TABLE XXX

COMPARISON OF SIGNIFICANCE ASCRIBED BY SUPERINTENDENTS TO FAVORABLE AND UNFAVORABLE FACTORS ATTENDING MANDATORY CERTIFICATION

Factors	Total Responses	Total Weighted Significance
Favorable	1757	5580
Unfavorable	1372	3776
	$\chi^2 = 11.778$ df = 1 Significant beyond the .001 level	

The difference between the importance attached to the positive factors and that associated with the negative factors is statistically significant beyond the .001 level. Thus, should this comparison be replicated 1,000 times, in less than one instance would this difference be likely to occur by chance. It may therefore be concluded with a high degree of confidence that diocesan superintendents of schools ascribed significantly greater weight to the factors favoring ongoing programs of certification for teachers in Catholic schools than they attributed to factors unfavorable to these programs.

Regarding the superintendents' views on the unfavorable factors attending ongoing, mandatory state certification programs for teachers in Catholic schools, the following generalizations may be made:

1. No unfavorable factor attending state certification of teachers in Catholic schools is deemed very significant.
2. Two factors are considered to be slightly significant, and the remaining ten are viewed as moderately significant.
3. The two factors attributed the greatest significance concern the lack of specific provisions for Catholic school representation in formulating state certification.

policy and requirements and the financial burden for the schools due to the salary demanded to attract and retain certified lay teachers.

4. The recruitment problem associated with meeting minimum requirements for initial certification is considered more significant on the elementary than on the secondary level.
5. There is no statistically significant difference among the views of superintendents from varying categories of state policy on the level of importance attached to factors unfavorable to state certification of teachers in Catholic schools.
6. The importance ascribed to the factors favoring state certification exceeds significantly that attributed to the unfavorable factors. The difference is significant beyond the .001 level of confidence.

Section C: Factors Unfavorable to Inaugurating Programs of State Certification of Catholic School Teachers

Section C, the second part of the opinionnaire dealing with unfavorable factors attending state certification, comprised six items, all of which were concerned with the inauguration of certification programs rather than the administration of those already in progress. In states where certification of teachers in Catholic schools is the exception rather than the rule, it is readily conceded that in some instances drastic changes would be required to effect a program of general certification of these teachers.

To derive some measure of the probable impact of required changes, should state certification be mandated generally, diocesan superintendents were requested to indicate the extent of significance they attributed to factors unfavorable to inaugurating such programs. Table XXXI presents these items in rank order, together with the percentage distribution of the areas of significance for each item and the corresponding factor index.

In responding to the six factors unfavorable to inaugurating programs of state certification of Catholic school teachers, the chief school officers as a group designated three as moderately significant and three as slightly significant. The item most frequently cited as "very significant" was the danger of compounding the problem of teacher shortage occasioned by possible

TABLE XXXI

RANK ORDER OF FACTORS UNFAVORABLE TO INAUGURATING PROGRAMS OF STATE CERTIFICATION ACCORDING TO ASCRIBED SIGNIFICANCE[a]

Rank	Unfavorable Factors	Areas of Significance										F I
		V S		M S		S S		N S		NR		
		No.	%	No.	%	No.	%	No.	%	No.	%	
1	Danger of compounding the problem of teacher shortage occasioned by possible ineligibility for state certification on the part of some teachers already in service (Elementary schools)	46	39.0	35	29.7	25	21.2	12	10.2	-	-	2.97
2	Possibility of jeopardizing the freedom that Catholic schools currently experience in some states	31	27.0	30	26.1	29	25.2	25	21.7	3	2.5	2.63
3	Likelihood of augmenting the financial burden of the school due to increased diocesan office personnel needed to assist in the implemontation of state certification programs	21	17.9	33	28.2	41	35.0	22	18.8	1	1	2.45

TABLE XXXI (continued)

Rank	Unfavorable Factors	Areas of Significance										
		V S		M S		S S		N S		NR		F I
		No.	%	No.	%	No.	%	No.	%	No.	%	
4	Danger of compounding the problem of teacher shortage occasioned by possible ineligibility for state certification on the part of some teachers already in service (Secondary schools)	17	14.7	31	26.7	39	33.6	29	25	2	1.7	2.31
5	Possibility of causing ill will by pressuring state legislatures or departments to alter present certification policies that either preclude or limit certification of teachers in Catholic schools	15	12.9	25	21.6	43	37.1	33	28.4	2	1.7	2.19
6	Preference for diocesan programs of certification in some areas	16	13.9	24	20.9	37	32.2	38	33.0	3	2.5	2.16
	Mean	24.3	20.9	29.7	25.6	35.7	30.8	26.5	22.8	1.8	1.5	2.45

a. Abbreviations are identical with those employed in Table XXIV, p. 227.

ineligibility for state certification on the part of some elementary school teachers already in service. Superintendents maintaining this view constituted thirty-nine per cent of the total number of respondents. Having a factor index of 2.97, this item assumed first place among the unfavorable factors. The same problem, however, as it applied to the secondary level was considered only slightly significant.

Holding second and third places respectively were two other factors deemed moderately significant: the possibility of jeopardizing the freedom that Catholic schools currently experience in some states, and the likelihood of augmenting the financial burden of the school, due to increased diocesan office personnel needed to assist in the administration of state certification programs. The item ascribed the least significance was preference for diocesan programs of certification in some areas.

The mean of the factor indices on a five-group basis was 2.45; the median, 2.38; and the mean range, .8. While the mean of the factor indices indicated that as a group, superintendents tended to ascribe a low level of moderate significance to the unfavorable factors associated with inaugurating state certification programs, variations among the five categories of respondents were in evidence. Table XXXII illustrates these deviations.

TABLE XXXII

DISTRIBUTION OF AREAS OF SIGNIFICANCE BASED ON FACTOR INDICES ACCORDING TO CATEGORY OF STATE POLICY[a]

Unfavorable Factors	State Policies					Range
	M	M-A	PER	NP	DP	
Danger of compounding the problem of teacher shortage occasioned by possible ineligibility for state certification on the part of some teachers already in service (Elementary schools)	MS	MS	MS	MS	MS	.8
Possibility of jeopardizing the freedom that Catholic schools currently experience in some states	SS	MS	MS	MS	SS	1.0
Likelihood of augmenting the financial burden of the school due to increased diocesan office personnel needed to assist in the implementation of state certification programs	SS	MS	MS	SS	SS	1.0
Danger of compounding the problem of teacher shortage occasioned by possible ineligibility for state certification on the part of some teachers already in service (Secondary schools)	SS	MS	SS	SS	SS	.4

TABLE XXXII (continued)

Unfavorable Factors	State Policies					Range
	M	M-A	PER	NP	DP	
Possibility of causing ill will by pressuring state legislatures or departments to alter present certification policies that either preclude or limit certification of teachers in Catholic schools	SS	MS	SS	SS	SS	.8
Preference for diocesan programs of certification in some areas	SS	SS	SS	SS	SS	.8
Mean Factor Indices	2.11	2.58	2.56	2.50	2.00	.8

a. Abbreviations are identical with those employed in Table XXV, p. 233.

Superintendents from the five categories based on state certification policies, concurred in assigning moderate significance to the factor of teacher shortage on the elementary level, should state certification be generally mandated. Group appraisals also coincided in attaching slight importance to the difficulty which a preference for diocesan programs of certification in some dioceses might occasion.

Having a range of .4, the item on which opinions varied least was that of intensifying the problem of teacher shortage on the secondary level. Widest variations were manifested in appraising the problem of possibly jeopardizing the freedom that Catholic schools currently experience in some states and the likelihood of augmenting the financial burden of the schools due to salary cost of increased personnel in the diocesan school office. On the evaluation of these two items, the range was 1.0.

Respondents attributing the least significance to the unfavorable factors were those from states having diverse policies of certification, one for teachers in the elementary school and another for teachers on the secondary level. The mean of the factor indices for this group was 2.00, designated as slightly significant. Also ascribing slight significance to the unfavorable factors were superintendents from states already mandating certification. The mean factor indices of the other three categories reached the level of moderate significance.

To determine if chance factors or real difference accounted for the variations among the views of the respondents, the chi-square test for significant difference was applied to the total responses and the total weighted significance for each category as shown in Table XXXIII.

TABLE XXXIII

COMPARISON OF SIGNIFICANCE ASCRIBED BY SUPERINTENDENTS TO UNFAVORABLE FACTORS ATTENDING THE INAUGURATION OF MANDATORY STATE CERTIFICATION PROGRAMS ACCORDING TO CATEGORY OF STATE POLICY

	State Policies				
	M	M-A	PER	NP	DP
Total Responses	149	170	265	54	59
Total Weighted Significance	317	449	690	135	120
	$\chi^2 = 4.821$ df = 4 No significant difference				

Although the superintendents from the Dual Policy and Mandatory categories tended to view the unfavorable factors with less disfavor than the chief school officers from the other three divisions, there was no significant difference among their opinions. Completion of the chi-square test projected a difference only slightly beyond the .5 level of confidence.

Appearing to warrant additional investigation on the matter of the unfavorable factors attending the inauguration of certification programs, was the question of whether the significance of these factors outweighed that ascribed to the favorable factors. Comparison of the respective mean factor indices showed a difference of .7. To ascertain if this represented a significant difference, the chi-square test was applied to the total weighted significance of the respective factors. Table XXXIV illustrates this comparison.

TABLE XXXIV

COMPARISON OF SIGNIFICANCE ASCRIBED BY SUPERINTENDENTS TO FACTORS FAVORING STATE CERTIFICATION AND FACTORS UNFAVORABLE TO INAUGURATING PROGRAMS OF CERTIFICATION

Factors	Total Responses	Total Weighted Significance
Favorable	1757	5580
Unfavorable	697	1711
	$\chi^2 = 24.038$ df = 1 Significant beyond the .001 level	

Application of the standard formula for the chi-square test of significant difference resulted in a chi-square of 24.038, which is significant beyond the .001 level. Thus the null hypothesis, maintaining that there is no significant difference between the importance diocesan superintendents attributed to the factors favoring state certification and the significance they ascribed to the factors unfavorable to inaugurating programs of state certification, must be rejected. On the contrary, the importance they attached to the favorable factors significantly outweighs that attributed to the unfavorable factors

Analysis of the responses to Section C of the opinionnaire yields the following generalizations:

1. As a group, diocesan superintendents of schools do not view as very significant any of the specified factors presumably unfavorable to inaugurating programs of state certification of Catholic school teachers.
2. The significance superintendents ascribe to these unfavorable factors reaches the minimum designated as moderately significant.
3. Application of the chi-square analyses to the appraisal of these factors projects no significant difference among the opinions of superintendents from category to category.
4. In their opinion, the most unfavorable factor is that concerning the possible intensification of the problem of teacher shortage on the elementary level, should certification programs be generally inaugurated. This item is considered moderately significant.

5. The problem of teacher shortage is deemed less serious on the secondary than on the elementary level.

6. A preference for diocesan certification programs is not viewed as a likely hindrance to the inauguration of state programs.

7. Diocesan superintendents of schools ascribe a significantly higher level of importance to the factors favoring state certification of Catholic school teachers than they attribute to the factors unfavorable to inaugurating programs of state certification. This significance obtains beyond the .001 level.

A comprehensive picture of the comparative significance diocesan superintendents ascribed to the favorable and unfavorable factors of state certification is portrayed in Figure 10. This illustration is based on the mean factor index computed in each of the three sections. These included factors favoring state certification of Catholic school teachers, factors unfavorable to their certification, and factors unfavorable to inaugurating programs of state certification.

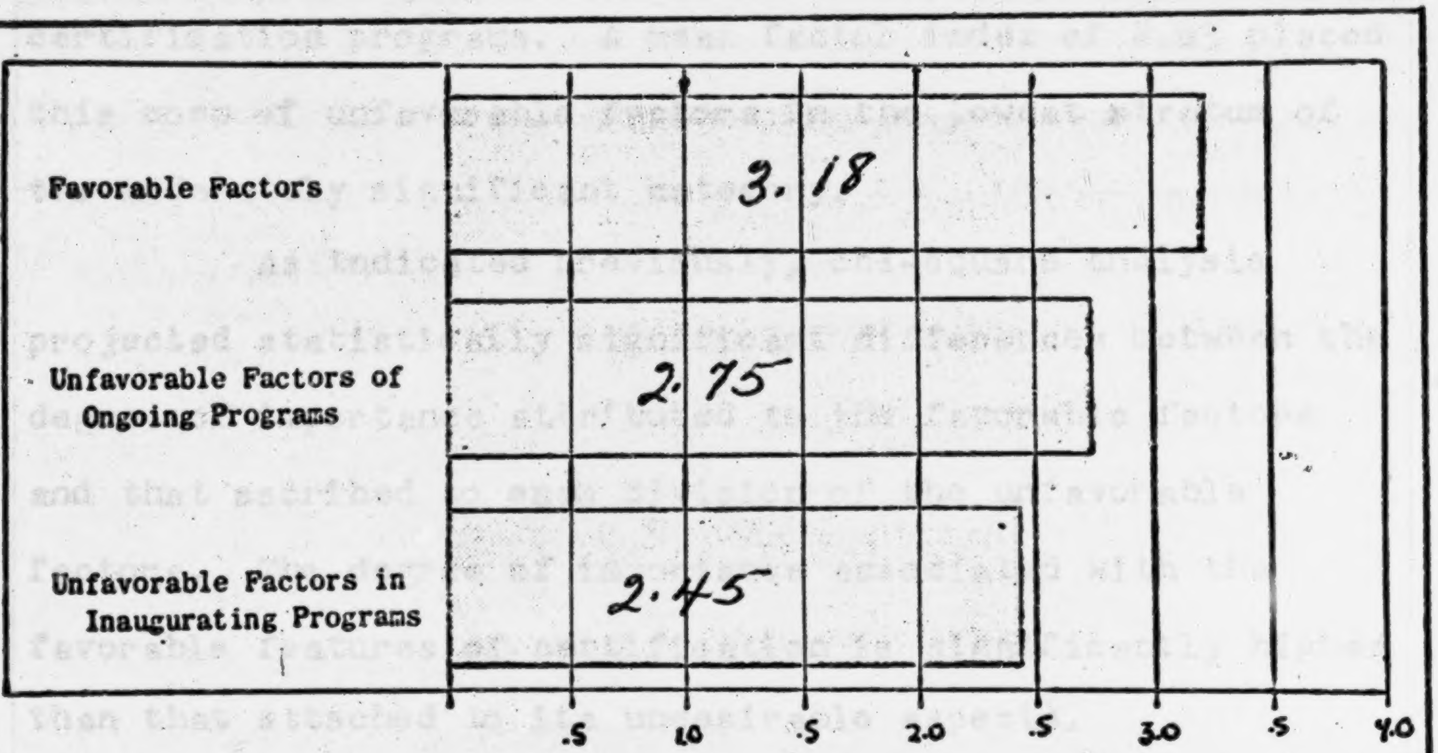

Figure 10. Comparative Significance Attributed by Diocesan Superintendents of Schools to Favorable and Unfavorable Factors Attending Mandatory State Certification Of Catholic School Teachers

LEGEND:

Very Significant	*3.45 - 4.00*
Moderately Significant	*2.45 - 3.44*
Slightly Significant	*1.45 - 2.44*
Not at all Significant	*1.00 - 2.44*

The highest mean factor index, 3.18, was that denoting the significance superintendents ascribed to the favorable factors. This measure placed the positive aspects of state certification in the upper half of the category designated as moderately significant. In the lower half of the same category with a mean factor index of 2.75, were the unfavorable factors attending ongoing programs of certification. Ranking last in the extent of ascribed significance were the unfavorable factors attending the inauguration of certification programs. A mean factor index of 2.45 placed this core of unfavorable factors in the lowest stratum of the moderately significant category.

As indicated previously, chi-square analysis projected statistically significant differences between the degree of importance attributed to the favorable factors and that ascribed to each division of the unfavorable factors. The degree of importance associated with the favorable features of certification is significantly higher than that attached to its undesirable aspects.

Section D: General Opinion on Comparison of Favorable and Unfavorable Factors

The fourth part of the opinionnaire, Section D, posed four questions related to certification. The first two concerned the priority of the favorable or unfavorable factors. This comparison differs from that made at the end of Section C in that it was effected directly, while the previous one was derived. That is, in the phase of the study now being described, the chief school officers were asked directly to indicate which factors had the greater significance, the favorable or the unfavorable. In the first instance, however, the participants responded to the various categories of factors individually, and their responses were drawn together for comparative purposes.

The third question sought to obtain the opinions of superintendents on the suitability of inaugurating programs of mandatory state certification where these were not then operative; and the fourth aimed to gather information on the superintendents' views regarding cooperative state and diocesan planning in the inauguration of such programs.

To the first query in Section D, diocesan superintendents as a group indicated that in their opinion, the favorable factors attending mandatory state certification programs actually or theoretically in practice outweigh the unfavorable factors associated with these programs. The following table presents the percentage distribution according to the state policy of respondents.

TABLE XXXV

PERCENTAGE DISTRIBUTION OF PRIORITY OF FAVORABLE AND UNFAVORABLE FACTORS ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Favorable		Unfavorable		Nonresponses	
	No.	%	No.	%	No.	%
Mandatory	22	88.0	3	12.0	-	-
Mand.-Accred.	16	57.1	12	42.9	1	3.4
Permissive	28	66.7	14	33.3	3	6.7
No Provisions	4	50.0	4	50.0	1	11.1
Dual Policy	7	70.0	3	30.0	-	-
Total	77	68.1*	36	31.9*	5	4.2*

* Asterisks denote mean.

Sixty-eight per cent of the superintendents ascribed priority to the favorable factors. The respondents bringing the highest group per cent to the total composite were those from the Mandatory category, where eighty-eight per cent rated the favorable over the unfavorable factors. The Dual Policy category placed second, with seventy per cent concurring on the primacy of the positive factors. Superintendents from the Permissive division expressing the same judgment constituted approximately sixty-seven per cent of the number within this category, while the per cent computed for the respondents in the Mandatory-Accreditation category was fifty-seven per cent. The No Provisions category totaled the smallest per cent, fifty, placing these superintendents in a neutral position.

To measure statistically the difference between the number of superintendents ascribing priority to the favorable factors and the total placing greater importance on the unfavorable factors, the chi-square test was applied. Completion of this measure indicated that there is a significant difference beyond the .01 level of confidence.[1] The same test was employed to determine whether a significant difference existed among the responses from the various categories of state policy. In this instance, no significant difference emerged.[2]

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1. See Appendix E, p. 374.
2. See Appendix E, p. 375.

The second question relative to priority of favorable and unfavorable factors, included in the comparison not only the unfavorable elements attending programs actually or theoretically in practice, but also those undesirable aspects associated with inaugurating programs. On this point, diocesan superintendents likewise affirmed the priority of the favorable factors. Table XXXVI illustrates the percentage distribution.

TABLE XXXVI

PERCENTAGE DISTRIBUTION OF PRIORITY OF FAVORABLE AND COMBINED UNFAVORABLE FACTORS ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Favorable		Unfavorable		Nonresponses	
	No.	%	No.	%	No.	%
Mandatory	20	83.3	4	16.7	1	4.0
Mand.-Accred.	15	51.7	14	48.3	-	-
Permissive	26	57.8	19	42.2	-	-
No Provisions	4	50.0	4	50.0	1	11.1
Dual Policy	6	60.0	4	40.0	-	-
Total	71	61.2*	45	38.8*	2	1.7*

* Asterisks denote mean.

Testing for significant difference between the importance superintendents ascribed to the favorable factors and the combined unfavorable factors yielded a chi-square of 6.807, which registered significance beyond the .01 level of confidence.[1]

As in response to the first question, the Mandatory category netted the highest per cent judging the favorable factors to outweigh the unfavorable. Similarly also, the Dual Policy division placed second in assuming this position; the Permissive, third; the Mandatory-Accreditation, fourth; and the No Provisions, fifth. Again, respondents from the No Provisions category maintained a neutral view. There was, however, no significant difference among the views of respondents from the various categories of state policy.[2]

Subsequent to evaluating the priority of favorable and unfavorable factors attending mandatory state certification, superintendents were asked their opinions on the suitability of inaugurating at the present time mandatory state certification programs where they were not already in operation. The following table depicts the distribution of their responses.

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[1] See Appendix E, p. 376.
[2] See Appendix E, p. 377.

TABLE XXXVII

PERCENTAGE DISTRIBUTION OF RESPONSES ON APPROPRIATENESS OF INAUGURATING MANDATORY STATE CERTIFICATION PROGRAMS FOR CATHOLIC SCHOOL TEACHERS

State Policies	Opportune		Inopportune		Nonresponses	
	No.	%	No.	%	No.	%
Mandatory	19	79.2	5	20.8	1	4.0
Mand.-Accred.	15	51.7	14	48.3	-	-
Permissive	16	36.4	28	63.6	1	2.2
No Provisions	3	33.3	6	66.7	-	-
Dual Policy	6	66.7	3	33.3	1	10.0
Total	59	51.3*	56	48.7*	3	2.5*

* Asterisks denote mean.

Slightly more than fifty per cent of the respondents expressed as appropriate the inauguration of mandatory state certification programs where they were not already in progress. As in the two previous questions, superintendents from the Mandatory category indicated the most positive attitude, while those from the Dual Policy division placed second among the five groups. Almost eighty per cent of the former and approximately sixty-eight per cent of the latter assumed this position. More than half of the superintendents from the Mandatory-Accreditation category concurred in favoring present inauguration of programs, while thirty-six per cent of the superintendents from the Permissive and thirty-three per cent from the No Provisions categories held the same opinion.

Although the per cent of respondents from all the categories indicating the suitability of inaugurating certification programs closely approximated that representing the opposite view, there was a significant difference on this point among the opinions of respondents from the various categories. Application of the chi-square test to the responses grouped according to category of state policy indicated a significant difference slightly beyond the .01 level.[1] Respondents from the Mandatory and Dual Policy categories were particularly conspicuous for supporting the position under examination.

The last question in Section D of the opinionnaire concerned the advisability of cooperative planning by state and diocesan school authorities in the initiation of mandatory state certification programs. Table XXXVIII shows the distribution of responses according to category of state policy.

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[1] See Appendix E, p. 378.

TABLE XXXVIII

PERCENTAGE DISTRIBUTION OF RESPONSES ON ADVISABILITY OF COOPERATIVE PLANNING IN THE INITIATION OF MANDATORY STATE CERTIFICATION PROGRAMS

State Policies	Advisable		Inadvisable		Nonresponses	
	No.	%	No.	%	No.	%
Mandatory	21	91.3	2	8.7	2	8.0
Mand.-Accred.	20	71.4	8	28.6	1	3.4
Permissive	32	72.7	12	27.3	1	2.2
No Provisions	4	44.4	5	55.6	-	-
Dual Policy	7	77.8	2	22.2	1	10.0
Total	84	74.3*	29	25.7*	5	4.2*

* Asterisks denote mean.

The question of the present advisability of cooperative planning by state and diocesan school officials in initiating mandatory state certification programs evoked the highest level of concurrence in this section of the opinionnaire. Seventy-four per cent of the diocesan superintendents of schools endorsed cooperative action at this time. The category having the highest per cent of respondents maintaining this view was the Mandatory, in which more than ninety per cent concurred. Superintendents from the Dual Policy division ranked second with seventy-eight per cent subscribing to this opinion. Respondents from the Permissive category placed third with seventy-three per cent, and the Mandatory-Accreditation group followed with seventy-one per cent. Superintendents from the No Provisions category, with a forty-four per cent total, constituted the only division indicating a greater leaning toward the inadvisability of present cooperative planning. Chi-square analysis demonstrated a significant difference between the number of superintendents deeming cooperative planning advisable at the present time and those viewing it as inadvisable. The difference obtained beyond the .001 level of confidence.[1] Among the opinions of the superintendents from the various categories, however, there was no significant difference.[2]

This description concludes the individual analysis of responses to the four major questions comprising Section D of the opinionnaire. Providing a comprehensive view of superintendents' opinions on these certification issues is Figure 11.

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[1] See Appendix E, p. 379.
[2] See Appendix E, p. 380.

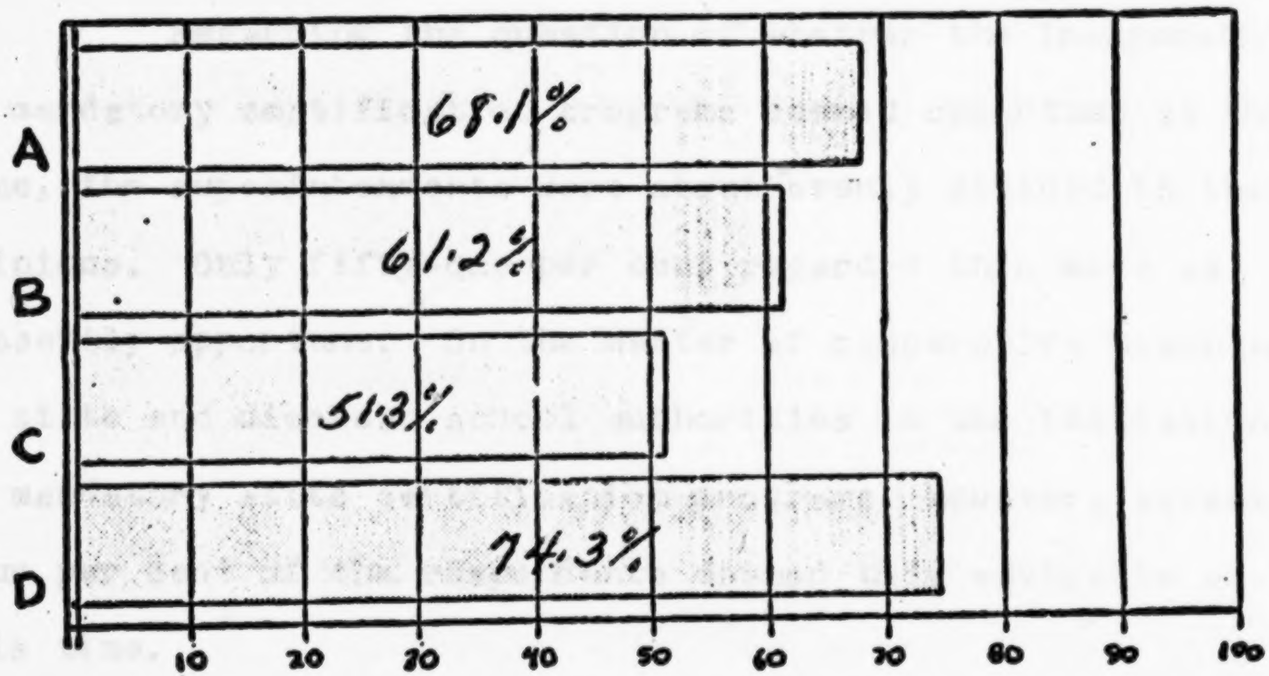

Figure 11. Superintendents' Image of Mandatory State Certification

A. Priority of Favorable over Unfavorable Factors Attending Ongoing Programs of Mandatory Certification
B. Priority of Favorable over Unfavorable Factors Including the Undesirable Features of Ongoing Programs and Those Peculiar to Inaugurating Programs
C. Present Suitability of Inaugurating Mandatory Certification Programs
D. Present Advisability of Cooperative Planning by State and Diocesan School Authorities in Initiating Such Programs

On three of the four questions, superintendents manifested a decidedly positive view of mandatory state certification. Approximately sixty-eight per cent of the respondents specified that in their opinion the favorable factors attending mandatory state certification programs outweighed the unfavorable factors. Furthermore, sixty-one per cent maintained this view even when these positive factors were compared with the undesirable aspects including both those unfavorable elements associated with ongoing programs and those attending the inauguration of programs.

Regarding the question of whether the inauguration of mandatory certification programs seemed opportune at this time, the superintendents were about evenly divided in their opinions. Only fifty-one per cent regarded this move as presently opportune. On the matter of cooperative planning by state and diocesan school authorities in the initiation of mandatory state certification programs, however, seventy-four per cent of the respondents deemed this advisable at this time.

The foregoing findings yield the following generalizations:

1. In the opinion of diocesan superintendents of schools, favorable factors attending mandatory state certification programs outweigh significantly the unfavorable factors attending these programs. The difference is significant beyond the .01 level.
2. This opinion obtains even when the unfavorable factors include elements peculiar to inaugurating programs.
3. Regarding the present inauguration of mandatory state certification programs where they are not already in operation, superintendents'

views are somewhat evenly distributed, approximately half deeming this opportune, and slightly less than half judging it inopportune.

4. More than seventy per cent of superintendents concur on the present advisability of cooperative planning by state and diocesan authorities in the initiation of mandatory state certification programs. This position represents the view of eighty-four superintendents.

On all the above issues, superintendents from the Mandatory and Dual Policy categories expressed the most favorable view, while those from the No Provisions division evinced the least affirmative position. The impact, however, of the image projected by respondents from the Dual Policy and No Provisions categories is rendered less significant in view of the comparatively small number of respondents comprising these divisions.

Part II: The Policy or Policies of State Certification Considered Most Appropriate for Teachers in Catholic Schools

Part II of the opinionnaire concerned the choice of the most appropriate state certification policy for teachers in Catholic schools and the extent of certification the state should provide for these teachers. In practice, the state policy applying to nonpublic schools ranges from mandating certification of all teachers in both elementary and secondary schools in some states to having no provisions for their certification in other states.

Participants in this survey, representing as they did, all the categories of policies presently operative in the fifty states, were in a position to give a cross-sectional view of the state policy deemed most appropriate for state certification of Catholic school teachers. On this question, opinions ranged from wholehearted endorsement of state certification to unqualified rejection. In a few instances, a compromise position was maintained with the view of looking to the state for minimum requirements and seeking elsewhere for excellence.

Also expressed was the recommendation that state certification be employed only when religious superiors and superintendents have limited power in promoting standards and hence need the power of the state to establish and maintain excellence. This need, however, in the words of one superintendent, constitutes "a bit of reflection upon our own apostolic spirit."

Another facet of the same problem of state supervision was illustrated in the suggestion that general mandatory certification by the state would preclude the possibility of assigning less qualified religious teachers to states not presently requiring certification and that it would exert control on any pastors, who in the employment of lay teachers were prone to be more concerned with the budget than with the quality of education.

One enthusiastic superintendent, commenting on the benefits accruing from state certification of Catholic school teachers said that the state in which he resides "has wonderfully resolved the certification and accreditation problems on both the elementary and secondary school levels." He explained that this eventuated through meetings of the state superintendent and his staff with the Catholic bishops and diocesan school superintendents within the state to promote educational understanding and to explore the feasibility of Catholic school certification and accreditation. The program emanating from the meetings and endorsed by the group, required beginning teachers to have a degree and all other teachers to hold a certificate.

The same superintendent stated that all the schools within his particular diocese were duly accredited primarily because all the teachers were certified. He added, "This good picture gives us tremendous prestige. We did not surrender to the state. We voluntarily welcomed the challenge and are happy with it." Referring to the resolution of problems through effective public relations, he concluded, "We have had a few friendly battles but by presenting our case we have not lost any of them."

These comments reflect the diversity of opinion on the matter of state policy for certifying teachers in Catholic schools. Depicting this divergence in graphic form is Figure 12.

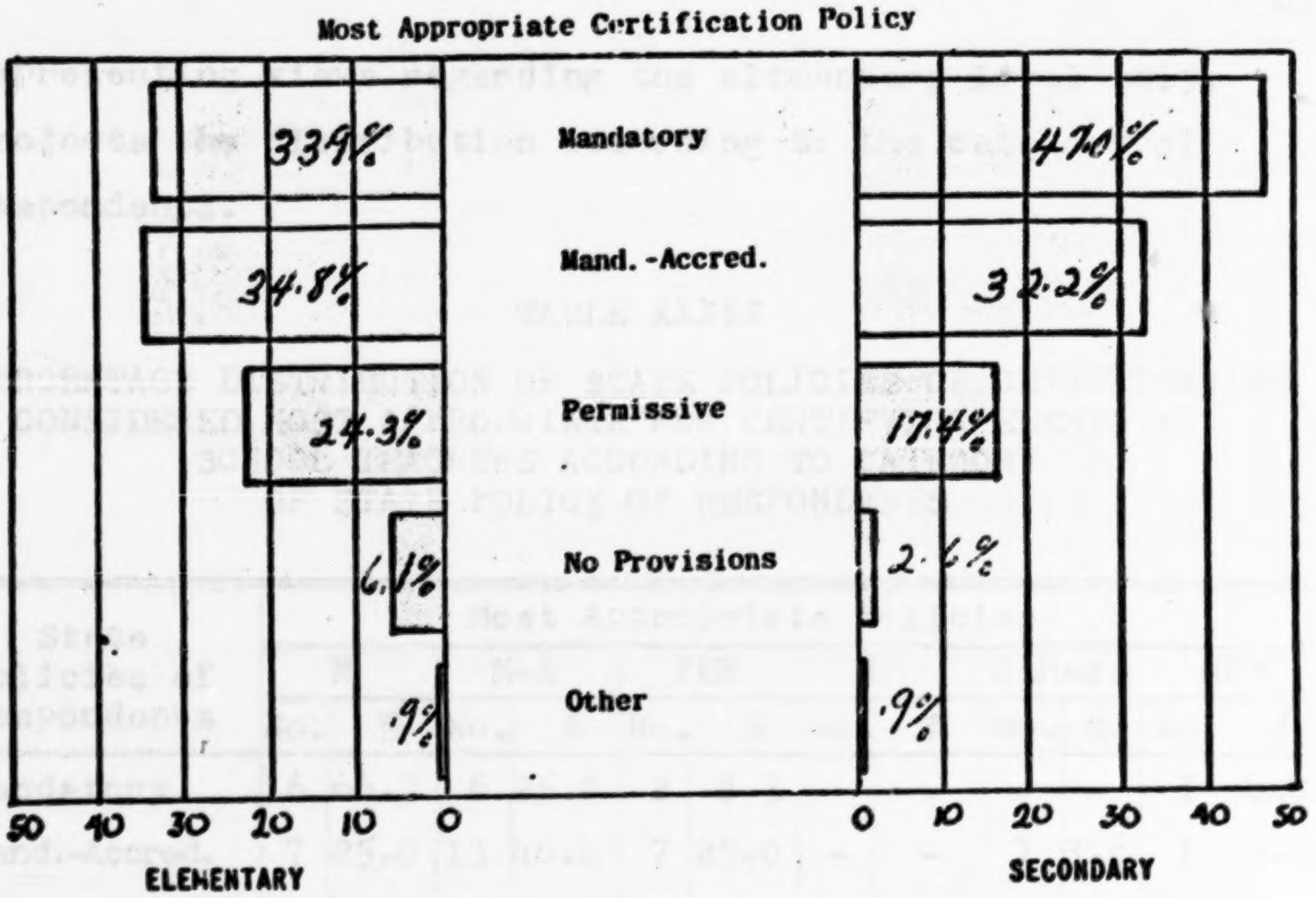

Figure 12. Percentage Distribution of Diocesan Superintendents' Responses Regarding the State Policy Deemed Most Appropriate For Certifying Teachers in Catholic Elementary and Secondary Schools

Superintendents' preferences reflect widely different views on the choice of state policy for certifying Catholic school teachers. On the elementary level, there was a close approximation in choice between the mandatory-accreditation and mandatory approaches. In the selection of policy for certifying teachers in secondary schools, approximately half of the respondents favored the mandatory approach, and about one-third chose the mandatory-accreditation policy.

Diversity of opinion is further illustrated in Table XXXIX which presents the percentage distribution of the state policies of certification considered most appropriate for Catholic school teachers. This table, representing views regarding the elementary level only, projects the distribution according to the category of respondents.

TABLE XXXIX

PERCENTAGE DISTRIBUTION OF STATE POLICIES OF CERTIFICATION CONSIDERED MOST APPROPRIATE FOR CERTIFYING ELEMENTARY SCHOOL TEACHERS ACCORDING TO CATEGORY OF STATE POLICY OF RESPONDENTS

State Policies of Respondents	Most Appropriate Policies											
	M		M-A		PER		NP		Others		NR[a]	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Mandatory	16	66.7	6	25.0	2	8.3	-	-	-	-	1	4.0
Mand.-Accred.	7	25.0	13	46.4	7	25.0	-	-	1	3.6	1	3.4
Permissive	10	22.7	13	29.5	17	38.6	4	9.1	-	-	1	2.2
No Provisions	3	33.3	1	11.1	2	22.2	3	33.3	-	-	-	-
Dual Policy	3	30.0	7	70.0	-	-	-	-	-	-	-	-
Total	39	33.9*	40	34.8*	28	24.3*	7	6.1*	1	.9*	3	2.5*
	$\chi^2 = 15.07$ df = 9 No significant difference											
	C = .36 No significant correlation											

a. Abbreviation NR denotes nonresponses to this item.
* Asterisks denote mean.

In specifying their choice of the most appropriate policy of state certification for teachers in elementary schools, diocesan superintendents of schools evinced a conspicuous lack of consensus. While thirty-five per cent of the respondents indicated a preference for mandatory certification on the basis of accreditation, thirty-four per cent elected the mandatory policy. The permissive policy was the third choice, with a quota of twenty-four per cent. Only six per cent expressed the view that there should be no state provisions for certifying teachers in Catholic elementary schools.

The highest per cent of superintendents subscribing to a particular certification policy for elementary school teachers was seventy, representing seven respondents from the Dual Policy category. The policy they deemed most appropriate was the mandatory-accreditation approach. The second highest per cent was achieved by the respondents from the Mandatory category, who chose their own policy by more than a two-thirds majority. Approximately forty-six per cent of the superintendents from the Mandatory-Accreditation category preferred the policy operative in their states, while the balance was evenly distributed between the mandatory and permissive categories. Respondents from the Permissive category by a thirty-nine per cent total elected their policy as the most appropriate, while twenty-three and thirty per cent chose the mandatory and mandatory-accreditation policies respectively. Superintendents from the No Provisions division showed no area of concentration in their choice of policy.

On the assumption that some diocesan superintendents might prefer one policy for the elementary and another for the secondary level, provisions were made on the opinionnaire for specific selections on both levels. The following table demonstrates the distribution of responses on the preferred policy for certifying teachers in secondary schools.

TABLE XL

PERCENTAGE DISTRIBUTION OF STATE POLICIES OF CERTIFICATION CONSIDERED MOST APPROPRIATE FOR CERTIFYING SECONDARY SCHOOL TEACHERS ACCORDING TO CATEGORY OF STATE POLICY OF RESPONDENTS

State Policies of Respondents	Most Appropriate Policies											
	M		M-A		PER		NP		Others		NR[a]	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Mandatory	20	83.3	3	12.5	1	4.2	-	-	-	-	1	4.0
Mand.-Accred.	10	35.7	15	53.6	2	7.1	-	-	1	3.6	1	3.4
Permissive	16	36.4	12	27.3	13	29.5	3	6.8	-	-	1	2.2
No Provisions	3	33.3	3	33.3	3	33.3	-	-	-	-	-	-
Dual Policy	5	50.0	4	40.0	1	10.0	-	-	-	-	-	-
Total	54	47.0*	37	32.2*	20	17.4*	3	2.6*	1	.9*	3	2.5*

$\chi^2 = 26.3$ df = 9

Significant beyond .01 level

C = .45

Significant correlation

a. Abbreviation NR denotes nonresponses to this item.

* Asterisks denote mean.

On the secondary level, there was a wider margin of difference in the choice of mandatory and mandatory-accreditation policies. The difference favored the mandatory policy which was chosen as the most appropriate approach by forty-seven per cent of the superintendents. The mandatory-accreditation policy was elected by thirty-two of the respondents, while seventeen indicated a preference for the permissive policy and three per cent held the opinion that the state should not provide for certifying secondary school teachers.

Analysis by category of response shows that the greatest consensus existed in the Mandatory division, where eighty-three per cent of the superintendents chose this policy as the most desirable. In the Mandatory-Accreditation category, fifty-four per cent of the respondents elected the policy operative in their states, while the remainder showed a decided preference for the mandatory policy. Half of the chief school officers from the Dual Policy category also chose the mandatory approach. In the Permissive category, the highest concentration of choice was on the mandatory policy, which thirty-six per cent of the respondents preferred.

On a combination grouping of policy choices for certifying teachers in Catholic elementary and secondary schools, the following figures emerged:

Mandatory	-	40.4%
Mand.-Accred.	-	33.5%
Permissive	-	20.9%
No Provisions	-	4.4%
Other	-	.8%

Thus, while the superintendents were divided in their opinions on the policy most appropriate for certifying teachers in Catholic schools, the approach chosen the greatest number of times on an overall basis was that of mandatory certification. The mandatory-accreditation policy constituted the second choice. These preferences of diocesan superintendents seem to indicate a decidedly positive view of state certification and a possible leaning towards the utilization of state authority either directly or indirectly exercised as these chief school officers continue to advance the interests of education.

To determine if there were any positive correlation between the policy deemed most appropriate and the policy operating in the state of the respective respondent, the coefficient of contingency test was applied to the data on both elementary and secondary level choices as indicated in Tables XXXIX and XL.[1] In these analyses, the Dual Policy category and the division termed "Other" were disregarded.

On the elementary level, there was no significant difference among the choices and no significant correlation. On the secondary level, however, a significant difference beyond the .01 level emerged, and there was a positive correlation of .45 between superintendents' choices of state policy and the policies presently operating in their respective states. Thus it may be observed that the superintendents in choosing the policy most appropriate for certifying secondary school teachers, tended to a significant degree, to select that approach already operating in their state.

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[1] See Chapter IV, pp. 276, 278.

The final question directed to the superintendents sought to derive their opinions on the extent of certification that the state should provide for Catholic school teachers. In most states, the policy presently operative provides for full or permanent as well as limited certification for teachers. That is, the state makes it possible for a teacher, on the condition of meeting initial and progressive requirements to be initially certified and to raise gradually his level of certification. In a few states, however, teachers in Catholic schools may qualify for limited certification only, since the state requires public school experience for full certification. Thus a teacher in a parochial or private school in these states, despite his teaching experience in a nonpublic school, cannot qualify for full certification unless he transfers to the public school and gains experience there. In many cases, particularly with religious teachers, this would be undesirable, impractical or legally impossible.

On this question, superintendents overwhelmingly preferred the provision of full or permanent as well as limited certification for Catholic school teachers. Their concurrence on this point is illustrated in Table XLI.

TABLE XLI

EXTENT OF PROVISIONS FOR CERTIFYING TEACHERS IN CATHOLIC ELEMENTARY AND SECONDARY SCHOOLS

School Level	Limited		Full		Neither		Other		Nonresponses	
	No.	%	No.	%	No.	%	No.	%	No.	%
Elementary	5	4.4	101	88.6	5	4.4	3	2.6	4	3.4
Secondary	3	2.6	105	92.1	3	2.6	3	2.6	4	3.4

On the elementary level, eighty-nine per cent of the superintendents supported the position that the state provide certificates--initial, convertible, continuing--as the individual need would warrant, progressing eventually to full certification. Subscribing to the same provisions on the secondary level was ninety-two per cent of the respondents.

As a group, the only superintendents taking exception to this choice were those from the No Provisions category. Here only fifty-six per cent chose full certification for elementary school teachers and seventy-eight per cent for secondary school staff. The comparatively small number, however, which constituted this representation, caused it to have little bearing on the general impression given by superintendents on this aspect of certification. Three superintendents specified "Other," which according to their explanation included the following: legal recognition

The data provided in Part II of the opinionnaire concerned the views of diocesan superintendents of schools on the policy or policies considered most appropriate for certifying Catholic school teachers and their opinions on the extent of certification that should be provided by the state. Analysis of data yields the following findings:

1. Superintendents are conspicuously divided in their opinions on the certification policy most appropriate for teachers in Catholic schools.
2. The state policy they most frequently recommended for certifying teachers on the elementary level was the mandatory-accreditation approach; this was preferred by forty superintendents, constituting thirty-five per cent of the respondents.
3. The state policy they most frequently recommended for certifying teachers on the secondary level was the mandatory approach; this was preferred by fifty-four superintendents, constituting forty-seven per cent of the respondents.

4. The policy most frequently recommended on a combination basis of elementary and secondary schools was the mandatory approach, which elicited a forty per cent preference.
5. In their specifications, most of the superintendents recommended the same certification policy for both elementary and secondary school teachers.
6. Superintendents overwhelmingly concurred in the opinion that the state should provide for full or permanent certification as well as limited certification of Catholic school teachers.

The foregoing summary of findings concludes the analyses of data presented in Chapter IV. The first division treated returns from the chief certification officers as they specified the certification policies currently operative in the fifty states, the extent of certification provided by the individual states, and the legislative and regulatory bases of the policies.

The second division presented the findings emanating from the data provided by elementary and secondary school teachers. Areas of primary emphases included the per cent of certified teachers and their types of certificates, the factors they ascribed to their becoming certified, the reasons certified and noncertified teachers gave for their certification status, their image of certification, and a comparison of elementary and secondary school responses.

The third and last division set forth the opinions of diocesan superintendents of schools on the favorable and unfavorable factors attending state certification of Catholic school teachers, together with the policy deemed most appropriate for certifying these teachers and the extent of certification that should be provided by the state.

The following chapter presents the summary, conclusions, and recommendations of this survey on the certification of teachers in Catholic schools.

CHAPTER V

SUMMARY, CONCLUSIONS, RECOMMENDATIONS

The purpose of this chapter is threefold. First, it aims to present a succinct description of the investigation in its objectives, significance, limitations, organization and procedures. Secondly, it proposes to draw conclusions from the findings, and thirdly, it seeks to project recommendations, which the findings appear to warrant.

SUMMARY

Objectives

This survey on State Certification of Teachers in Catholic Elementary and Secondary Schools included four major objectives:

1. To delineate the policy of each state regarding the certification of teachers in Catholic elementary and secondary schools.
2. To ascertain the per cent of certified teachers in these schools and the types of certificates they held.
3. To determine what reasons certified and non-certified teachers give for their certification status.

4. To discover the opinions of diocesan superintendents of schools on the favorable and unfavorable factors attending state certification of Catholic school teachers and the policy most appropriate for certifying them.

Significance

The significance of this study is founded primarily on three conditions:

1. It yields findings on a topic which is relatively unexplored and at the same time, directly relevant to the position of the state in the education of its citizens.
2. It provides a body of substantial information on Catholic schools, presumably necessitated by their increasing enrollment and the public and parochial interest they currently evoke.
3. It furnishes basic information which state departments of education and administrative leaders in Catholic education could utilize in their common effort to promote an educated citizenry.

Limitations

This study is limited by its content and by its method. Regarding content, it does not attempt to achieve the following ends:

1. To justify certification.

2. To assess the rights of the state in this matter.
3. To delineate or evaluate specific certification requirements.

Regarding method, this investigation is restricted primarily in two ways:

1. By its sampling.
2. By its instruments.

While two of the three instruments employed, were directed to the respective populations, one was distributed on a stratified, random sampling basis. Though elements of control were employed in the sampling procedure to render the sample representative, nevertheless, there remains the question of isolating by this manner an exact replica of the population. Hence, the sampling in itself places limitations on the study.

Moreover, the instruments utilized in this survey, by their very nature preclude total objectivity, and at the same time are subject to nonresponse. The findings of this study are based on a return of one hundred per cent from the chief certification officers, of eighty-four per cent from the diocesan superintendents of schools, and of sixty per cent from teachers in Catholic elementary and secondary schools. These limitations should be kept in mind when referring to the conclusions and recommendations.

Organization and Procedures

Three major divisions embrace the findings of this investigation. The first relates to the state policies of teacher certification for teachers in Catholic elementary and secondary schools in the fifty states. The second centers on a census of certified and noncertified teachers in these schools and the reasons for certification and noncertification, as these teachers perceived them. The third concerns the opinions of diocesan superintendents on state certification of these teachers. Data for these three divisions were derived primarily from the use of the following three instruments:

1. A questionnaire, which was directed to the chief certification officer in each of the fifty states.
2. A census form, which was distributed to approximately 10,000 Catholic elementary and secondary school teachers. These teachers were chosen on a stratified, random sampling basis from listings including all Catholic schools within the fifty states.
3. An opinionnaire, which was directed to 140 diocesan superintendents of schools across the country.

The initial instrument employed in the study was the questionnaire, directed to the chief certification officer in each state. It provided criteria for stratification, which was maintained throughout the investigation. A stratum or category consisted of all the states having the same policy of certification for teachers in Catholic schools.

To provide a discrete description of responses as they related to elementary and secondary schools, respective returns were kept separate. This feature also facilitated making comparisons between the two levels.

Ordinarily the following sequence was observed in the presentation of the findings:

1. General treatment of the topic under consideration.
2. Particular description according to the category of state policy.
3. Summary.

In the analysis of data, single and cross tabulations, percentage distributions, rank order, factor indices, and the chi-square technique were employed.

CONCLUSIONS

The conclusions presented here emanate from the analysis of data provided primarily by three instruments, the questionnaire, the census form, and the opinionnaire. The divisions which follow derive from the respective subjects to whom these instruments were directed: the chief certification officers, teachers in Catholic elementary and secondary schools, and the diocesan superintendents of schools. In general, conclusions follow the sequence established in the statement of the problem and the specification of hypotheses.

Chief Certification Officers

The chief certification officer in each state was responsible for the data on the state certification policy, applying to teachers in Catholic elementary and secondary schools, for information on the legislative or regulatory basis of the respective policy, and for facts on the extent of certification provided for Catholic school teachers. Analysis of responses from these officers yields the following conclusions:

1. Diversity characterizes the certification policies of the fifty states, as these apply to teachers in Catholic schools. Of the four policies, Mandatory, Mandatory-Accreditation, Permissive, and No Provisions, none applies to a majority of the states.
    a. Mandatory certification of teachers in Catholic elementary schools is the policy in eleven states; ten states subscribe to this policy for certifying secondary school teachers.
    b. Mandatory certification of teachers in Catholic elementary schools seeking or

maintaining state accreditation is the policy of sixteen states; nineteen states subscribe to this policy for secondary schools.

c. A permissive policy of certification for teachers in Catholic elementary schools obtains in nineteen states and for secondary school teachers in seventeen states.

d. In four states, there are no state provisions for certifying teachers in Catholic elementary and secondary schools.

e. In four states, there is one policy for certifying teachers in Catholic elementary schools and another for certifying teachers on the secondary level.

f. In at least five states, there is no clear delineation of policy for certifying teachers in Catholic schools.

2. For unrestricted or full certification, three states require teaching experience in the public school.

3. In their respective school laws, most of the states do not refer to certification of teachers in nonpublic schools.

a. Only nine states make specific or general reference in their school law to the certification of teachers in private and church-related schools. In two states, the legislation applies to the elementary level only, while in the remaining seven, it refers to teachers in both elementary and secondary schools.

b. In every instance, the states having laws referring to the certification of teachers in nonpublic schools are states mandating certification of these teachers.

4. In forty-one and forty-three states respectively state agency regulations, formal or informal, constitute the policy basis for certifying teachers in nonpublic elementary and secondary schools.

Teachers in Catholic Elementary and Secondary Schools

The census form, distributed to approximately 10,000 elementary and secondary school teachers sought information on the extent of certification and the types of certificates held, the certification image of certified and noncertified teachers, and the factors promoting and impeding certification. Analysis of data, based on a return of sixty per cent from each category of response, yields the following conclusions:

Extent of Certification

1. Certified teachers in Catholic elementary

schools constitute approximately forty-three per cent of the teaching staff on this level, while certified teachers on the secondary level comprise approximately sixty-three per cent of the teaching personnel in Catholic secondary schools. The difference in the extent of certification on the two levels is statistically significant.

2. There is also a significant difference in the distribution of certified and noncertified teachers in the four categories of state policy on both elementary and secondary levels.
3. In states subscribing to a mandatory policy of certification for teachers in Catholic schools, the extent of certification is significantly higher than in states having a different policy.
4. In Catholic elementary schools, there is no significant difference in the distribution of certified and noncertified religious teachers and their respective lay counterparts. Certified religious and lay teachers constitute approximately forty-four and forty-one per cent of their respective groups.

5. In Catholic secondary schools, there is a significant difference in the distribution of certified and noncertified religious teachers and their respective lay counterparts. Certified religious and lay teachers constitute approximately sixty-two and sixty-six per cent of their respective groups.
6. On both elementary and secondary levels, teachers with twenty or more years of experience constitute the group having the greatest number of teachers and the highest per cent of certified teachers.

Types of Certificates

1. The greatest concentration of certificate types held by Catholic school teachers is in the category designated as the regular, standard or unlimited certificate.
   a. This certificate type constitutes approximately fifty-eight and eighty-one per cent respectively of the teaching credentials in Catholic elementary and secondary schools.
   b. Although the unlimited certificate predominates in both elementary and secondary schools, there is nevertheless, a significant difference between the

distribution of certificate types on these two levels. The concentration of unlimited certificates is much greater on the secondary than on the elementary level.

c. Both by extent of certification and by type of certificate, the certification status of teachers in Catholic secondary schools is significantly superior to that of teachers in Catholic elementary schools.

2. There is a significant difference on both elementary and secondary levels among the distributions of certificate types for the four categories of state policy. Limited certification is more prevalent in states mandating certification than in states not subscribing to this policy.
3. The number of certified elementary and secondary school teachers holding emergency certificates is negligible. Respective per cents are approximately 3.1 and .7.

Factors Promoting Certification

1. As a group, certified teachers regard the attitude of the religious community and the element of personal interest as the most influential factors responsible for their

certification. They view these factors as "very significant."

2. Certified teachers ascribe moderate significance to the attitude of the diocese and the state policy in promoting their certification.
3. There is no significant difference in the evaluations of the four factors by elementary school respondents from the four categories of response. This applies to the appraisal of individual factors and to the evaluation of the four factors grouped as a unit.
4. There is a significant difference in the secondary group appraisal of the influence of diocesan attitude in promoting certification. Secondary school teachers from the Mandatory category experience the influence of the diocese to a greater extent than teachers from the other categories.
5. In the appraisal of the four factors grouped as a unit, there is a significant difference also among the evaluations of respondents from the four categories of response on the secondary level.
6. Although elementary school respondents tend to ascribe greater significance to the four factors influencing certification than their

secondary school counterparts, there is no significant difference in their overall evaluations.

Certification Image of Certified Teachers

1. Certified teachers in Catholic elementary and secondary schools have a decidedly positive attitude towards state certification.
    a. Approximately eighty-nine and eighty-eight per cent respectively of certified teachers in Catholic elementary and secondary schools favor state certification.
    b. There is no significant difference in the distribution of positive and negative responses among the four categories of teachers on the elementary level.
    c. On the secondary level, there is a significant difference in the distribution of responses among the four categories, regarding positive and negative attitudes towards state certification. Although teachers from all categories have a decidedly favorable attitude, those from the Mandatory-Accreditation and No Provisions regard certification with less favor than teachers from the Mandatory and Permissive divisions.

2. A minority of certified teachers in Catholic elementary and secondary schools do not favor state certification.
    a. Approximately eleven and twelve per cent respectively of certified elementary and secondary school teachers have a negative attitude towards state certification.
    b. These teachers specify no major reason for maintaining this position.
    c. Lack of commitment to the value of certification in general is the reason most frequently cited. Teachers specifying this factor constitute approximately thirty-two per cent of the elementary school respondents and forty-two per cent of the secondary school teachers, not favoring certification.

Noncertified Teachers' Perceptions of Obstacles To Certification

1. Three factors constitute the general obstacles to state certification. These include factors related to the state certification policy, to the individual, and to the employing agency.
2. No single factor or group of factors constitutes a deterrent to certification for the majority of the noncertified teachers.

3. The position of the state regarding the certification of teachers in Catholic schools is the chief general obstacle to their certification.
4. The obstacles related to the individual and those concerned with the employing agency hold second and third places respectively.
5. Limited pre-service education ranks first on the elementary level among the grouped impediments to certification related to the individual; its counterpart on the secondary level is teacher attitude towards present state requirements. The former applies to approximately twenty-five per cent of noncertified elementary school teachers, while the latter is identified as an obstacle by approximately twenty-three per cent of noncertified secondary school teachers.
6. The operation of diocesan certification programs ranks first on the elementary level among the grouped impediments to certification related to the employing agency; its counterpart on the secondary level is the attitude of the religious community.
7. On both elementary and secondary levels, teachers from the four categories of response

vary significantly in their reactions to the obstacles to state certification. For example, teachers from the Mandatory and Mandatory-Accreditation categories consider the position of the state a less serious problem than teachers from the Permissive and No Provisions categories.

8. The state's position, ineligibility due to limited pre-service education, the value of certification, teacher mobility, and diocesan attitude towards certification have significantly different evaluations among categories of respondents on both elementary and secondary levels.

9. Variations in the appraisal of obstacles are also apparent between elementary and secondary levels. Limited pre-service education and the operation of diocesan certification programs are cited as obstacles more frequently by elementary school teachers, while teacher attitude towards present state requirements is more serious on the secondary level than on the elementary.

10. Noncertified teachers on both elementary and secondary levels evidence a definite lack of information on certification. Frequently these teachers are unable to identify

obstacles to their certification.

Certification Image of Noncertified Teachers

1. Noncertified teachers in Catholic elementary and secondary schools have a decidedly positive attitude towards state certification.
    a. Approximately seventy-seven and sixty-nine per cent respectively of noncertified teachers in Catholic elementary and secondary schools favor state certification.
    b. There is a significant difference in the distribution of positive and negative responses regarding certification on the elementary level and the corresponding distribution on the secondary level. Noncertified elementary school teachers manifest a significantly greater disposition towards certification than their secondary school counterparts.
    c. There is no significant difference in the distribution of positive and negative responses among the four categories of respondents on either the elementary or the secondary level.
2. A minority of noncertified teachers in Catholic elementary and secondary schools do

not favor state certification.

a. Approximately twenty-four and thirty-one per cent respectively of noncertified teachers in Catholic elementary and secondary schools have a negative attitude towards state certification.

b. Elementary school teachers not favoring certification specify no major reason for maintaining this position.

c. Impracticality of certification due to teacher mobility is the reason most frequently cited by these teachers for their attitude. Teachers specifying this factor constitute approximately thirty-five per cent of the noncertified teachers on the elementary level not favoring certification.

d. A lack of commitment to the value of certification in general is the major reason cited by noncertified teachers on the secondary level for not favoring certification. Teachers specifying this deterrent comprise approximately fifty-two per cent of those maintaining a negative attitude.

e. Other factors promoting a negative attitude towards state certification on both elementary and secondary levels include:

(1) The cost of acquiring and maintaining certification.

(2) The system of certification in its allocation of authority.

(3) The qualitative aspect of academic standards.

(4) The perception of no necessity for state certification.

f. Noncertified, elementary school teachers object more frequently to the quantitative and qualitative aspects of academic requirements than to these aspects of professional requirements. The converse applies to noncertified teachers on the secondary level.

Certification Image of Certified and Noncertified Teachers

1. While the majority of both certified and noncertified teachers have a positive attitude towards certification, this position is maintained by a significantly greater percentage of certified teachers.
2. On both elementary and secondary levels, certified teachers not favoring certification object more frequently than their noncertified

counterparts to academic and professional requirements.

3. Noncertified teachers in elementary and secondary schools having a negative attitude towards certification, tend to specify more reasons for their position than certified teachers not favoring certification.

Diocesan Superintendents of Schools

The opinionnaire, directed to 140 diocesan superintendents of schools across the country, elicited views on the favorable and unfavorable factors attending mandatory state certification of teachers in Catholic schools and the state policy deemed most appropriate for certifying these teachers. The following conclusions are based on a return of eighty-four per cent from these chief school officers of Catholic elementary and secondary schools.

Factors Favoring Mandatory State Certification

1. In general, superintendents view the factors favoring certification as either "very" or "moderately significant"; there is no significant difference in the evaluation of factors by superintendents from the various categories of response.
2. The most significant advantages accruing from

certification are the provision of tangible evidence that teachers in Catholic schools have a professional preparation commensurate with that of their public school counterparts and the general improvement of the public image of Catholic elementary schools.

3. The power of certification to stimulate the professional growth of teachers approaches that associated with the image factor.
4. While the factors favoring state certification apply to both Catholic elementary and secondary school teachers, the advantages deriving from some of these factors are greater on the elementary than on the secondary level.

Factors Unfavorable to Mandatory State Certification

1. There is a significant difference in the importance ascribed to the favorable and unfavorable factors attending state certification. The favorable factors are deemed significantly more important than the unfavorable factors.
2. In the overall opinion of superintendents, none of the unfavorable factors attending certification reaches the point designated as "very significant."

3. Lack of specific provisions for Catholic school representation in formulating the state certification policy and certification requirements, along with the financial burden for the schools due to the salary demanded to attract and retain certified lay teachers are the factors superintendents view as the most unfavorable. They attribute moderate significance to these disadvantages.

Factors Unfavorable to Inaugurating Mandatory Certification Programs

1. There is a significant difference in the importance superintendents ascribe to the favorable factors accruing from certification and the unfavorable factors attending the inauguration of state certification programs. The favorable factors are deemed significantly more important than the unfavorable factors.
2. In the overall opinion of superintendents, none of the unfavorable factors attending the inauguration of certification programs reaches the point designated as "very significant."
3. The most unfavorable factor is that concerning the possible intensification of the problem of teacher shortage on the elementary level, should certification programs be generally

inaugurated. The problem of teacher shortage, possibly attending the inauguration of certification programs is considered less serious in its application to the secondary lovel.

4. A preference for diocesan certification programs is not a likely hindrance to the inauguration of state certification programs.
5. There is no significant difference among the views of superintendents from the five categories of state policy in their evaluation of the unfavorable factors attending the inauguration of state certification programs.

General Opinion on Comparison of Favorable and Unfavorable Factors

1. The favorable factors attending mandatory state certification significantly outweigh the unfavorable factors associated with these programs. On this point, there is no significant difference among the opinions of superintendents from the five categories of response.
2. The favorable factors attending mandatory state certification significantly outweigh the unfavorable factors even when the latter include elements peculiar to inaugurating certification programs. On this point, there

is no significant difference in the opinions of superintendents from the five categories of response.

3. On the appropriateness of inaugurating at this time mandatory state certification programs where they are not already in operation, views are somewhat evenly distributed, approximately half of the superintendents deeming this opportune, and slightly less than half judging it inopportune.
    a. On this point there is a significant difference in the opinions of superintendents from the five categories of response.
    b. Respondents from the Mandatory and Dual Policy categories more frequently support the inauguration of such programs than superintendents from the Mandatory-Accreditation, Permissive, and No Provisions categories.
4. There is a significant difference in the distribution of superintendents deeming advisable at this time, cooperative planning by state and diocesan authorities in the eventual initiation of mandatory certification

programs and those judging it inadvisable.

a. A significantly greater percentage of superintendents deem such action advisable.

b. On this point, there is no significant difference in the opinions of superintendents from the five categories of response.

Policy Deemed Most Appropriate for Certifying Catholic School Teachers

1. Among superintendents, there is a conspicuous lack of consensus on the certification policy most appropriate for teachers in Catholic schools.
2. The state policy most frequently recommended for certifying teachers on the elementary level is the mandatory-accreditation approach, while that most often suggested for certifying teachers on the secondary level is the mandatory approach. Neither judgment, however, represents a majority opinion.
3. Most of the superintendents recommend the same certification policy for both elementary and secondary school teachers within the same state.
4. Superintendents overwhelmingly concur in the

opinion that the state should provide for full or unlimited certification as well as limited certification of Catholic school teachers.

RECOMMENDATIONS

The data which gave rise to the foregoing conclusions also served as the basis for making recommendations. These are grouped according to their relation to the four following aspects of teacher certification:

1. Policy of the state regarding the certification of teachers in Catholic schools.
2. Teacher preparation and certification.
3. Organization and administration of certification programs.
4. Further research.

State Policy

1. Regarding the certification of Catholic school teachers, the particular policy to which a state subscribes, should apply to teachers in both elementary and secondary schools.
2. In formulating certification policy, state boards of education should avoid discriminatory practices such as making certification prohibitive for teachers in Catholic schools or restricting its provisions by requiring

public school teaching experience for full certification. Furthermore, a clause assuring certification to qualified applicants in public and nonpublic schools should be incorporated into the certification law.

3. The state certification policy applying to Catholic school teachers should be clearly defined and specified in writing. Moreover, a knowledge of the policy should be made available to the public through its specification in the certification bulletins issued by the respective state departments of education.
4. To bring about modifications of state certification policies for Catholic school teachers that are presently discriminatory, diocesan superintendents of schools should collaborate with the respective state departments of education through their chief certification officers.

Teacher Preparation and Certification

1. Diocesan school offices and religious communities should establish prerequisites for employment on the elementary school level that are comparable to standards required of secondary school teachers.

2. Diocesan school offices and religious communities should cooperate with each other in assigning to teaching posts only those persons who are professionally prepared.
3. The preparation constituting a minimum pre-service education should be what is generally required for initial, standard certification, namely a baccalaureate degree with appropriate professional courses and directed teaching experience.
4. Regulations enforcing these minimum requirements, should not be retroactive, but in-service teachers lacking this level of preparation, should be required to work towards it, and where possible, be relieved of teaching duties to attain it. Special provisions should be made for teachers with many years of teaching experience, as well as for those nearing retirement age.
5. Institutions of higher education preparing teachers should include in their programs adequate treatment of the topic of state certification of teachers.
6. As a phase of in-service education, the employing agencies, that is, the diocesan school office and the religious communities

should make provisions for preparing and disseminating appropriate information on state certification of teachers to the teaching staff in Catholic elementary and secondary schools.

Organization and Administration of Certification Programs

1. On a national scale, state certification officers should coordinate their efforts in developing uniform terminology and definitions for teaching certificates.
2. When evaluating teacher certification programs, state departments of education should elicit the opinions of certified and noncertified teachers on appropriate certification requirements.
3. Catholic school officials and appropriate representatives from state departments of education should collaborate in the formulation of general and specific certification requirements applying to teachers in Catholic schools.
4. Where necessary, modifications in present certification requirements should be made so that eligibility for standard certification is not contingent on fulfilling a specific course requirement that is peculiar to a

particular state.

5. Provisions for reciprocity in state certification should be extended so that teachers in Catholic schools would not be deterred from seeking credentials because of the likelihood of moving out of state.
6. Diocesan superintendents of schools, together with administrators of religious communities, should adopt a policy whereby prospective teachers would be routinely required to have a standard state certificate before being assigned to a teaching post, and all teachers presently in-service would work towards certification.
7. In states not presently mandating certification for teachers in Catholic schools, diocesan superintendents of schools should collaborate with administrators of teacher preparing institutions in their respective dioceses and with state educational officials in devising appropriate measures for the administration of certification programs within the particular state.
8. Diocesan superintendents of schools and educational officials of the state should also establish planning councils, in which the

members would jointly lay the groundwork for initiating mandatory state certification programs at the earliest time, deemed appropriate for such action.

9. Efforts and money presently spent in maintaining diocesan certification programs should give place to supporting state certification programs unless the former presuppose state programs and set higher standards.
10. Additional sources of revenue should be sought by Catholic elementary and secondary schools to help defray increased salary costs demanded to attract and retain certified lay teachers.
11. Religious communities, providing teaching staff in Catholic schools should promote teacher certification by the state.
12. Diocesan superintendents of schools within a particular state, in consultation with the chief certification officer of the respective state, should together devise a satisfactory system of record-keeping on certification. This system should provide for complete and up-to-date information on the extent and types of teacher certification in Catholic elementary and secondary schools.

13. In attempting to meet their obligation to provide for an educated citizenry, state departments of education also should maintain official records of certified teachers in all elementary and secondary schools. Moreover, in employing the means necessary to keep these records up-to-date, they should adopt as one measure, eliciting the cooperation of the diocesan school office for information on teachers in Catholic schools.

This study on State Certification of Teachers in Catholic Elementary and Secondary Schools yields a deposit of information on a topic that is relatively unexplored. Presumably, education in general, and Catholic schools in particular, could profit from additional research in this area. The following suggestions constitute sources of investigation likely to yield substantive findings:

Further Research

1. An historical study investigating the evolution of conditions accounting for the adoption of the policy for certifying teachers in Catholic schools to which a particular state or a group of states subscribe.
2. An intensive study of the certification status of teachers in Catholic schools within a particular state or within a group of states

having a common certification policy for these teachers.

3. An investigation within a single state or a group of states to ascertain the percentage of noncertified teachers in Catholic elementary and secondary schools who qualify for standard certification.
4. An investigation to elicit the opinions of elementary and secondary school teachers, both public and nonpublic, on the content deemed essential for appropriate certification programs.
5. An investigation on the extent and functioning of diocesan certification programs for teachers in Catholic elementary and secondary schools.
6. A study to gather basic data on state certification of teachers in nonpublic schools that are not Catholic.
7. An historical study to investigate and evaluate the successive means employed to achieve inter-state reciprocity in teacher certification.
8. A comparative study of a small number of selected countries in the procedures they employ to assure proper staffing of Catholic elementary and secondary schools.

APPENDICES

APPENDIX A

INSTRUMENTS EMPLOYED IN THE SURVEY AND ABSTRACT OF PROPOSED STUDY

Exhibit A:	Questionnaire, directed to chief certification officers
Exhibit B:	Census Form, directed to teachers in Catholic elementary and secondary schools
Exhibit C:	Opinionnaire, directed to diocesan superintendents of schools
Exhibit D:	Abstract of proposed study

Appendix A - Exhibit A

Please return to:
Sister Mary John, D.C.
De Paul House of Studies
82-31 Don Caster Place
Jamaica Estates, N.Y. 11432

QUESTIONNAIRE FOR STATE DIRECTORS OF TEACHER CERTIFICATION

STATE POLICY OF CERTIFICATION OF TEACHERS IN CATHOLIC SCHOOLS (Please check the appropriate columns and fill in the blank spaces.)	Elementary Schools	Secondary Schools
I. MANDATORY (Required of all teachers)	☐	☐
II. MANDATORY (Only if state accreditation of school is desired)	☐	☐
III. PERMISSIVE: (Issued upon request, provided applicant meets requirements)		
A. LIMITED CERTIFICATION ONLY: (Any non-permanent certification)		
1. Lay teachers	☐	☐
2. Teachers belonging to religious communities	☐	☐
B. PERMANENT CERTIFICATION: (Any full or unlimited certification -- may be subject to renewal)		
1. Lay teachers	☐	☐
2. Teachers belonging to religious communities	☐	☐
IV. NO PROVISIONS FOR CERTIFICATION: (Either limited or permanent) i.e. The State issues NO certificates for these teachers.		
A. Lay teachers	☐	☐
B. Teachers belonging to religious communities	☐	☐
V. BASIS OF STATE POLICY:		
A. State Law Please indicate number of statute ____________________	☐	☐
B. State agency regulation	☐	☐

C. List some available reference sources on the state's policy of certification of teachers in Catholic schools: ____________________

____

D. Give in brief the substance of the law or regulation underlying the state policy of certification of teachers in Catholic schools, together with the date of issuance: (Use back of page if necessary.)

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NAME OF STATE ____________________ NAME OF RESPONDENT ____________________
(Last) (First)

POSITION OF RESPONDENT ____________________

Appendix A - Exhibit B

DE PAUL HOUSE OF STUDIES
82-31 DON CASTER PLACE
JAMAICA ESTATES, N. Y.
11432

September 29, 1964

Dear Fellow Educator,

Despite the numerous duties that claim your attention at the beginning of the school year, will you please take a little time for a task that may have significance for Catholic education. This task involves the completion of a census form, which is one of three instruments being employed in a doctoral study on the state certification of teachers in Catholic elementary and secondary schools. The investigation is being conducted under the direction of faculty of the School of Education at St. John's University in Jamaica, New York. Your participation will make it possible to provide substantial information on an aspect of Catholic education in the United States that is relatively unexplored.

The form being directed to you, will yield information on the per cent of certified and non-certified teachers in Catholic schools, together with the type of certificate held by certified teachers, and the factors certified and non-certified teachers consider significant in their having become certified or in their not holding a certificate. Approximately 8000 elementary and secondary school teachers, chosen on a random sampling basis from Catholic schools in the fifty states, are being surveyed in this study.

Other important data are being gathered from the chief certification officer in each of the fifty states and from the diocesan superintendents in all the dioceses.

This investigation has been endorsed by the Executive Secretary of the NCEA, Right Reverend Monsignor Frederick G. Hochwalt. To render it valid, a high per cent of returns is necessary. The findings which you make possible can be decidedly advantageous for Catholic education. Will you please give this study your support by completing the census form which follows and by returning it to your principal's office by Monday, October 19. No individual, school, religious community, or diocese will be identified in the results of this research.

Thank you very much for your cooperation. May the Divine Teacher bless you with a very successful school year!

Sincerely,

Sister Mary John, D.C.

Sister Mary John, D.C.

CENSUS OF TEACHER CERTIFICATION

IN CATHOLIC ELEMENTARY AND SECONDARY SCHOOLS

PART I

GENERAL INFORMATION

This part of the census form should be answered by all teachers. Please disregard small marginal numbers. They are codes for tabulating the data.

7 **1. Male** .... 7 ☐ 1
Female .... ☐ 2

8 **2. Lay** .... 8 ☐ 1
Religious .... ☐ 2

9 **3. Total number of years teaching: Less than five years** .... 9 ☐ 1
5 - 9 years .... ☐ 2
10 - 19 years .... ☐ 3
20 years or more .... ☐ 4

10 **4. Grade level on which you are now teaching: Elementary (1 - 8)** 10 ☐ 1
Secondary (9 - 12) ☐ 2

11 **5. In what state are you currently teaching?** 11

12 **6. Do you hold a teaching certificate from the state in which you are now teaching?** .... **Yes** 12 ☐ 1
No ☐ 2

13 **7. Do you hold a teaching certificate from any other state(s)?** .... **Yes** 13 ☐ 1
No ☐ 2

14 **8. If so, specify the state(s)** 14

15 **9. If you do not currently hold a formal teaching certificate from the state in which you are now teaching, do you have some document of approval for teaching issued by this state** .... **Yes** 15 ☐ 1
No ☐ 2

16 **10. If so, what is the title of this document?**
.... 16

This is the end of Part I. If you currently hold a certificate from the state in which you are now teaching, please answer Part II. This applies, irrespective of your teaching in the subject-matter fields or on the grade level for which you are certified.

If you do not currently hold a certificate from the state in which you are now teaching, please do not answer Part II, but go on to Part III.

PART II

INFORMATION FROM TEACHERS CURRENTLY HOLDING A CERTIFICATE FROM THE STATE IN WHICH THEY ARE NOW TEACHING

17 1. Please indicate the exact name of the certificate(s), license(s), credential(s) that you **currently** hold from the **state** in which you are **now** teaching:

.... 17

2. From the following categories, please check the one that best describes your certificate:

18 a. **Emergency**—substandard certificate for which the state makes a special dispensation .... ☐ 18

b. **Limited, but not emergency**—provisional or probationary certificate; one which indicates that the holder **lacks** some requirement(s) as a degree, teaching experience or certain required courses:

19 (1) Certificate issued to a **non-holder** of a baccalaureate degree who has nevertheless **completed** the prescribed **hours of credit** required for a particular type of provisional certification .... ☐ 19

20 (2) Certificate issued to the **holder** of a **baccalaureate** degree who lacks satisfactory teaching experience or prescribed courses .... ☐ 20

21 (3) Certificate issued to the **holder** of a master's degree who lacks satisfactory teaching experience or prescribed courses .... ☐ 21

c. **Unlimited**—all certificates on a level higher than limited:

22 (1) Certificate requiring the completion of a baccalaureate degree, including prescribed academic and professional content, **plus** satisfactory teaching experience .... ☐ 22

23 (2) Certificate requiring **additional** teaching experience and/or a prescribed number of credit hours **beyond** the **baccalaureate degree** .... ☐ 23

24 (3) Certificate requiring the completion of a **master's degree**, including prescribed academic and professional content, **plus** satisfactory teaching experience .... ☐ 24

25 (4) Certificate requiring **additional** teaching experience and/or a prescribed number of credit hours **beyond the master's degree** .... ☐ 25

26 d. Other (Please describe briefly, e. g., a permanent or life certificate, issued prior to the general raising of standards, and requiring neither the baccalaureate nor the master's degree.)

....

.... 26

3. Using the scale below, indicate the extent to which the following factors have INFLUENCED your becoming certified. Check the appropriate block after each item.

VS – VERY SIGNIFICANT
MS – MODERATELY SIGNIFICANT
SS – SLIGHTLY SIGNIFICANT
NS – NOT AT ALL SIGNIFICANT

		1 VS	2 MS	3 SS	4 NS	
27	a. Policy of the state regarding the certification of teachers in Catholic schools	☐	☐	☐	☐	27
28	b. Attitude of the diocese towards state certification of its teachers	☐	☐	☐	☐	28
29	c. Attitude towards state certification, of the religious community to which I belong or with which I am associated in my teaching	☐	☐	☐	☐	29
30	d. Personal interest in state certification	☐	☐	☐	☐	30
31	e. Other (Please specify and indicate degree of significance.)	☐	☐	☐	☐	31

32 4. Assuming that you were **not** currently certified by the state in which you are now teaching and that there were neither deterrents to nor pressures for certification, would you **probably** take steps on your own to become certified?

32
Yes ☐ 1
No ☐ 2

5. If you answered "No" to question 4 above, check the items below that express your reasons for this response:

		33	
33	a. Lack of commitment to the value of state certification in general	☐	

34 b. Personal view of present requirements:

	Content 34 Academic	34 Professional	
(1) Quantitive aspects:			
(a) Too many credit hours required	☐ 1	☐	4
(b) Too few credit hours required	☐ 2	☐	5
(2) Qualitative aspect: unsatisfactory selection of required content	☐ 3	☐	6

35	c. Personal attitude towards the present system of certification in its allocation of authority for the process	35 ☐	
36	d. Personal attitude towards the present **method** of certification, e. g., use of oral and written examinations, in addition to other requirements	36 ☐	
37	e. Apparent impracticality of certification for me, because of the likelihood of moving out of state	37 ☐	
38	f. Financial aspect of acquiring and maintaining state certification	38 ☐	

39 g. Other (Please specify.) 39

....

....

PART III

INFORMATION FROM TEACHERS NOT CURRENTLY HOLDING A CERTIFICATE FROM THE STATE IN WHICH THEY ARE NOW TEACHING

40 1. Which one of the following statements most accurately applies to you? 40

a. I am not acquainted with the certification requirements of this state .... ☐ 1

b. I am acquainted with the certification requirements of this state, but I do not meet them .... ☐ 2

c. I meet the certification requirements of this state, but I am not certified .... ☐ 3

2. After each item listed below, check the YES column to the right if the item is an obstacle to your becoming certified by the state; check the NO column if it is not an obstacle; check the DO NOT KNOW column if you do not know whether the item is an obstacle:

		YES 1	NO 2	DO NOT KNOW 3	
41	a. Functioning of a diocesan program of teacher certification	☐	☐	☐	41
42	b. Attitude of the diocese towards state certification of its teachers	☐	☐	☐	42
43	c. Attitude towards state certification, of the religious community to which I belong or with which I am associated in my teaching	☐	☐	☐	43
44	d. Position assumed by the state regarding certification of teachers in Catholic schools, e. g., that of assuming no responsibility for certification of these teachers	☐	☐	☐	44
	e. Personal attitude towards state certification:				
45	(1) Its value	☐	☐	☐	45
46	(2) Its requirements as it presently operates in this state.....	☐	☐	☐	46
47	(3) Its degree of practicality for me because of the likelihood of moving out of state	☐	☐	☐	47
48	f. Probable cost of taking courses to qualify for certification	☐	☐	☐	48
49	g. Ineligibility for state certification, occasioned by my limited pre-service education	☐	☐	☐	49

50 h. Other (Please specify.) 50

....

....

....

51 3. Assuming in your case that there were neither deterrents to, nor pressures for state certification, would you probably take steps on your own to become certified? ....

51
Yes ☐ 1
No ☐ 2

4. If you answered "No" to question 3 above, check the items below that express your reasons for this response:

52 a. Lack of commitment to the value of state certification in general .... 52 ☐

53 b. Personal view of present requirements:

	Content	
	53 Academic	53 Professional
(1) Quantitative aspects:		
(a) Too many credit hours required	☐ 1	☐ 4
(b) Too few hours credit required	☐ 2	☐ 5
(2) Qualitative aspect: unsatisfactory selection of required content	☐ 3	☐ 6

54 c. Personal attitude towards the present system of certification in its allocation of authority for the process .... 54 ☐

55 d. Personal attitude towards the present method of certification, e. g., use of oral and written examinations, in addition to other requirements .... 55 ☐

56 e. Apparent impracticality of certification for me, because of the likelihood of moving out of state .... 56 ☐

57 f. Financial aspect of acquiring and maintaining state certification .... 57 ☐

58 g. Other (Please specify.) 58

....

....

....

....

59 1
2
3

60 1
2
3

61 1
2

Please return to your principal's office
by MONDAY, OCTOBER 19.

THANK YOU!

Appendix A - Exhibit C

A STUDY OF STATE CERTIFICATION OF TEACHERS
IN
CATHOLIC ELEMENTARY AND SECONDARY SCHOOLS

OPINIONNAIRE FOR DIOCESAN SUPERINTENDENTS

The purpose of this opinionnaire is to provide a means of ascertaining the **views** of **diocesan superintendents** of schools on the **favorable** and **unfavorable** factors of state **certification** of teachers in **Catholic** schools, the degree of **importance** ascribed to these diverse factors, and the **state** certification **policy** considered **most appropriate** for Catholic school teachers.

The opinionnaire has **two** parts.

PART I includes the four following sections:

- **Section A:** Factors favoring state certification of Catholic school teachers.
- **Section B:** Factors unfavorable to state certification of Catholic school teachers.
- **Section C:** Factors unfavorable to **inaugurating** programs of state certification of Catholic school teachers.
- **Section D:** General opinion on comparison of favorable and unfavorable factors.

PART II relates to the **policy** of **state** certification considered most appropriate for teachers in Catholic schools.

Kindly answer all questions as indicated. No individual or diocese will be identified from the confidential data received. Disregard small marginal numbers. They are codes for data processing.

State.. **Diocese**.. 7
8

Respondent..
(Last name) **(First name)**

Position of respondent..

PART I

FAVORABLE AND UNFAVORABLE FACTORS OF STATE CERTIFICATION OF TEACHERS IN CATHOLIC ELEMENTARY AND SECONDARY SCHOOLS IN THE FIFTY STATES

The factors listed here are predicated on a theoretic state policy, requiring that all teachers in Catholic elementary and secondary schools be certified. They are further based on the theoretic assumption that this policy is either currently in operation or that its adoption is under consideration.

With these qualifications in mind, please indicate your reaction to each of the following items in Sections A, B, and C, by applying the following scale:

VS — Very Significant
MS — Moderately Significant
SS — Slightly Significant
NS — Not at All Significant

SECTION A

FACTORS FAVORING STATE CERTIFICATION OF CATHOLIC SCHOOL TEACHERS

State certification of teachers in Catholic elementary and secondary schools would be a means of:

	1 VS	2 MS	3 SS	4 NS	
1. Stimulating professional growth of the teachers	☐	☐	☐	☐	9
2. Promoting self-confidence in the teachers	☐	☐	☐	☐	10
3. Improving generally, though not assuring teacher performance:					
a. Catholic elementary schools	☐	☐	☐	☐	11
b. Catholic secondary schools	☐	☐	☐	☐	12
4. Protecting children by restricting eligibility for teaching to those who have at least the required minimum of professional preparation	☐	☐	☐	☐	13
5. Promoting equality of educational opportunity for students within Catholic schools	☐	☐	☐	☐	14
6. Improving the Catholic school system in the United States	☐	☐	☐	☐	15
7. Assisting Catholic schools in meeting general state educational requirements	☐	☐	☐	☐	16
8. Promoting articulation between teachers in Catholic schools and their public school counterparts	☐	☐	☐	☐	17
9. Providing tangible evidence that teachers in Catholic schools have a professional preparation commensurate with that of their public school counterparts	☐	☐	☐	☐	18

	1 VS	2 MS	3 SS	4 NS	
10. Providing opportunities for personnel in public and nonpublic school administration to work together on matters of common concern in teacher certification	☐	☐	☐	☐	19
11. Providing assurance to parents of children attending Catholic schools that teachers are professionally prepared	☐	☐	☐	☐	20
12. Improving generally the public image of:					
a. Catholic elementary schools	☐	☐	☐	☐	21
b. Catholic secondary schools	☐	☐	☐	☐	22
13. Strengthening requests for public aid to private education	☐	☐	☐	☐	23
14. Other (Please specify and indicate significance.)					
....					
....	☐	☐	☐	☐	24

SECTION B

FACTORS UNFAVORABLE TO STATE CERTIFICATION OF CATHOLIC SCHOOL TEACHERS

(Assuming that this is an ongoing program)

	1 VS	2 MS	3 SS	4 NS	
1. Problem of GOAL—failure of certification programs to provide assurance of teacher competence	☐	☐	☐	☐	25
2. Problem of CONTENT:					
a. Controversy regarding the proportion of professional and academic content required for certification	☐	☐	☐	☐	26
b. Omission of requirements in religion to qualify for certification	☐	☐	☐	☐	27
c. Inclusion of specific certification requirements having no direct relevance to effective teaching, e. g., the history of the state	☐	☐	☐	☐	28
3. Problem of ADMINISTRATION:					
a. Controversy regarding the locus of control for state certification	☐	☐	☐	☐	29
b. Lack of specific provisions for Catholic school representation in formulating state certification policy and requirements	☐	☐	☐	☐	30
c. Inadequacy of provisions for state reciprocity in teacher certification	☐	☐	☐	☐	31

	1 VS	2 MS	3 SS	4 NS	
d. Duplication of efforts occasioned by present requirements of voluntary accrediting bodies, whose requirements are identical with or comparable to state certification requirements:					
(1) Elementary schools	☐	☐	☐	☐	32
(2) Secondary schools	☐	☐	☐	☐	33
e. Recruitment problem due to minimum requirements for initial certification					
(1) Elementary schools	☐	☐	☐	☐	34
(2) Secondary schools	☐	☐	☐	☐	35
f. Financial burden for the schools due to the salary demanded to attract and retain certified lay teachers	☐	☐	☐	☐	36
4. Other (Please specify and indicate significance.)					
....					
....	☐	☐	☐	☐	37

SECTION C

FACTORS UNFAVORABLE TO INAUGURATING PROGRAMS OF STATE CERTIFICATION OF CATHOLIC SCHOOL TEACHERS

	1 VS	2 MS	3 SS	4 NS	
1. Preference for diocesan programs of certification in some areas	☐	☐	☐	☐	38
2. Possibility of jeopardizing the freedom that Catholic schools currently experience in some states	☐	☐	☐	☐	39
3. Possibility of causing ill will by pressuring state legislatures or departments to alter present certification policies that either preclude or limit certification of teachers in Catholic schools	☐	☐	☐	☐	40
4. Danger of compounding the problem of teacher shortage occasioned by possible ineligibility for state certification on the part of some teachers already in service:					
a. Elementary school teachers	☐	☐	☐	☐	41
b. Secondary school teachers	☐	☐	☐	☐	42
5. Likelihood of augmenting the financial burden of the school due to increased diocesan office personnel needed to assist in the implementation of state certification programs	☐	☐	☐	☐	43
6. Other (Please specify and indicate significance.)					
....					
....	☐	☐	☐	☐	44

SECTION D

GENERAL OPINION ON COMPARISON OF FAVORABLE AND UNFAVORABLE FACTORS

1. Assume that certification of all teachers in Catholic elementary and secondary schools is already required by the state or that adoption of this policy is under consideration. Weighing the favorable and unfavorable factors, check in each of the following statements the option that expresses your opinion.

   a. Regarding mandatory state certification programs actually or theoretically in progress:

   (Check one) 45

   (1) The favorable factors outweigh the unfavorable factors ☐ 1

   (2) The unfavorable factors outweigh the favorable factors ☐ 2

   b. Regarding the inauguration of mandatory state certification programs:

   (Check one) 46

   (1) The favorable factors outweigh the unfavorable factors—both those associated with ongoing programs and those peculiar to inaugurating programs ☐ 1

   (2) The unfavorable factors associated with ongoing programs, added to those peculiar to inaugurating programs, outweigh the favorable factors ☐ 2

2. Regarding mandatory state certification programs for teachers in Catholic schools:

   a. Inaugurating such programs where they are not already in operation would be:

   (Check one) 47

   (1) Opportune for Catholic schools at this time ☐ 1

   (2) Inopportune for Catholic schools at this time ☐ 2

   b. Cooperative planning by state and diocesan school authorities in the initiation of such programs would be:

   (Check one) 48

   (1) Advisable at this time ☐ 1

   (2) Inadvisable at this time ☐ 2

PART II

STATE POLICY OF CERTIFICATION OF TEACHERS IN CATHOLIC ELEMENTARY AND SECONDARY SCHOOLS IN THE FIFTY STATES

Under the separate divisions of **elementary** and **secondary** schools, check the state certification policy that you consider **most appropriate** for teachers in Catholic schools. Check items in both 1 and 2.

	Elementary Schools	Secondary Schools
1. A state's certification policy for teachers in Catholic schools should:		
	49	49
a. Mandate certification	☐ 1	☐ 6
b. Mandate certification **only** if the school seeks to obtain or retain state-accreditation; otherwise, certification should be **permissive, i. e., optional**	☐ 2	☐ 7
c. Provide for certification of these teachers on a **permissive** basis	☐ 3	☐ 8
d. **Not** provide for certification of these teachers	☐ 4	☐ 9
e. Other (Please specify for each level.)		
....		
....	☐ 5	☐ 10
2. A state's certification policy for teachers in Catholic schools should provide for:		
	50	50
a. **Only** limited or provisional certification	☐ 1	☐ 5
b. Full or permanent, as well as limited certification	☐ 2	☐ 6
c. Neither limited nor full or permanent certification	☐ 3	☐ 7
d. Other (Please specify for each level.)		
....		
....	☐ 4	☐ 8

Please check the box at the right if you wish to receive a summary of the findings of this study .... ☐

Please return by September 8 to:

SISTER MARY JOHN, D. C.
De Paul House of Studies
82-31 Don Caster Place
Jamaica Estates, N. Y. 11432

Appendix A - Exhibit D

A STUDY OF STATE CERTIFICATION OF TEACHERS IN CATHOLIC ELEMENTARY AND SECONDARY SCHOOLS

Abstract

I. Objectives

This study has three major objectives. First, it aims to delineate the state policies of teacher certification as they specifically relate to personnel in Catholic elementary and secondary schools.

Secondly, it purposes to ascertain the per cent of certified and non-certified teachers in these schools, together with the type of certificate held by certified teachers, and the factors certified and non-certified teachers consider significant in their having become certified or in their not holding a certificate.

Thirdly, this study seeks to survey the opinions of diocesan superintendents on the favorable and unfavorable factors of certification of teachers in Catholic elementary and secondary schools and on the state policy most appropriate for certifying these teachers.

II. Procedures

This investigation will be implemented through the normative-survey approach. Data will be derived primarily from related literature and from the use of the following three instruments:

A. A questionnaire, which will be directed to the chief certification officer in each of the fifty states.
B. A census form, which will be distributed to a stratified, random sampling of teachers in Catholic elementary and secondary schools, with the administrators in the respective schools acting as liaison.
C. An opinionnaire, which will be forwarded to the school superintendents in all the dioceses of the fifty states.

The questionnaire will be the first instrument to be distributed. Upon returns from the chief certification officers, data provided by this form will be utilized to stratify the states, according to the state policies of certification for teachers in Catholic elementary and secondary schools. These policies include the following:

1. Mandatory certification
2. Mandatory certification only for teachers in state-accredited schools.
3. Permissive certification
4. No provisions for certification

Because the policies of certification for Catholic school teachers differ within some states on the elementary and secondary levels, two general classifications will be made, one for the elementary level, and another for the secondary level. Applying the four divisions of state policies to each level will make a total of eight categories for sampling.

The schools in each of the eight categories will be catalogued, and from each of the separate listings a sufficient number of schools will be selected on a random basis to yield ultimately a total sample of approximately 3300 teachers on the elementary level and 2600 on the secondary level. To these teachers, the census form will be directed.

The opinionnaire will be distributed to the diocesan superintendent in each diocese. Upon return of the census form and the opinionnaire, data will be processed electronically for subsequent analysis and interpretation.

APPENDIX B

LETTERS ACCOMPANYING THE INSTRUMENTS

Exhibit A: Cover letter to chief certification officers

Exhibit B: Letter of endorsement of study

Exhibit C: Cover letter to principals in participating Catholic elementary and secondary schools

Exhibit D: Cover letter to diocesan superintendents of schools

Appendix B - Exhibit A

DE PAUL HOUSE OF STUDIES
82-31 DON CASTER PLACE
JAMAICA ESTATES, NEW YORK
11432

April 2, 1964

Currently I am engaged in doctoral research dealing with the certification of teachers in Catholic elementary and secondary schools in the fifty states. Basic to this work is a clear delineation of the state policies regarding certification of these teachers.

To obtain this information, I have consulted various references, but without success. Most of the sources give only general information, and in some cases, references do not concur on certification data for a particular state.

To obtain accurate, up-to-date information, I am addressing myself to you as to one who is the authority on certification policies and practices within your state. I would indeed be grateful if you could provide me with the information requested on the enclosed questionnaire. Since I am very eager to complete this study, I will be most appreciative of an early response. For your convenience, I am enclosing a self-addressed, stamped envelope.

Thank you very much for your cooperation.

Sincerely,

Sister Mary John, D.C.

Appendix B - Exhibit B

THE NATIONAL CATHOLIC EDUCATIONAL ASSOCIATION
1785 MASSACHUSETTS AVENUE, N. W.
WASHINGTON, D.C. 20036

July 30, 1964

Sister Mary John, D.C.
De Paul House of Studies
82-31 Don Caster Place
Jamaica Estates, New York 11432

Dear Sister Mary John:

I am indeed happy to endorse the research work connected with your doctoral dissertation on State Certification of Teachers in Catholic Elementary and Secondary Schools.

The realization of your three major objectives, to delineate the state policies as they specifically refer to our own personnel, to ascertain the per cent of certified and non-certified teachers in our schools, and to survey the opinion of diocesan superintendents on the advantages and disadvantages of certification for teachers, have been goals we have long sought to obtain.

I hope that the educational field will extend to you the cooperation necessary to complete this study which can prove so helpful to all of us, especially to certain standing committees in the Department of School Superintendents. I encourage our Catholic educators to cooperate in every possible way.

With cordial best wishes for the success of your work,

Most sincerely yours,

F. G. Hochwalt

Frederick G. Hochwalt
Executive Secretary

Appendix B - Exhibit C

DE PAUL HOUSE OF STUDIES
82-31 DON CASTER PLACE
JAMAICA ESTATES, N. Y.
11432

September 29, 1964

Dear Principal,

A subject of much discussion and an object of serious study in the contemporary educational scene is certification of teachers. While this topic has been a matter of concern historically, present emphasis on the reappraisal of teacher education in the United States and the urgency for the pursuit of excellence in the whole spectrum of education have given momentum to its consideration.

Contemporaneous also is the growing interest in the non-public schools. In this climate of expanding interest, the topic of state certification as it relates to Catholic school teachers, seems to warrant investigation.

Such is the purpose of a doctoral dissertation presently in progress at St. John's University in Jamaica, New York. One of its specific aims is to ascertain the nature, extent, and image of teacher certification in Catholic schools. To obtain the necessary data, a census form is being directed to approximately 8000 elementary and secondary school teachers, randomly chosen.

This research has been endorsed by Right Reverend Monsignor Frederick G. Hochwalt of the NCEA. Your reverend superintendent has been apprised of the study. Recently he received an opinionnaire on the favorable and unfavorable factors of state certification of teachers in Catholic schools, together with a copy of Monsignor Hochwalt's letter of endorsement and a brief description of the investigation. Accompanying this letter are copies of the same letter and abstract.

Will you please support this study and assist in the advancement of Catholic education by distributing the enclosed census forms to your faculty and by having the completed forms returned to your office by Monday, October 19. In the distribution, please exclude any faculty member who teaches religion only. In the event that there is an insufficient number of forms, kindly give them out alphabetically as far as they go.

- 2 -

A stamped, self-addressed envelope is enclosed for your convenience. Will you please provide the information requested below and return this letter with the completed forms by Wednesday, October 21. No individual, school, religious community, or diocese will be identified in the results of this study.

Thank you for your cooperation. May God abundantly bless your efforts in behalf of Catholic education!

Sincerely,

Sister Mary John, D.C.

Sister Mary John, D.C.

N.B.

The enclosed forms are for use on the grade level indicated below:

Elementary (1 - 8) ________

Secondary (9 - 12) ________

School enrollment . . . . ________

Number of faculty currently teaching . . . . ________
(Exclude those teaching religion only.)

Number of forms directed to participating school . . . ________

Number of completed forms being returned . . . . ________

Appendix B - Exhibit D

DE PAUL HOUSE OF STUDIES
82-31 DON CASTER PLACE
JAMAICA ESTATES, N. Y.
11432

August 15, 1964

Although immediate preparations for the coming school year make numerous demands on your time, will you please take a few minutes for a task which may have significance for Catholic education.

The enclosed opinionnaire is part of a study being conducted under the direction of the School of Education, St. John's University, Jamaica, New York. This research, investigating some aspects of state certification of teachers in Catholic schools, is national in scope and concerns teacher personnel on both the elementary and secondary school levels.

An abstract accompanying this letter briefly describes the objectives and procedures of the study. The opinionnaire, which you are requested to complete, is one of three instruments being employed to gather the necessary data. It is being sent to the school superintendents in all the dioceses of the fifty states. Specifically, it aims to provide a means of ascertaining respondents' views on the favorable and unfavorable factors of state certification of teachers in Catholic schools, the degree of importance ascribed to these diverse factors, and the state certification policy considered most appropriate for Catholic school teachers.

This study on certification has been endorsed by Right Reverend Monsignor Frederick G. Hochwalt, Executive Secretary of the NCEA, and by the Office of Education of the U.S. Department of Health, Education, and Welfare. A copy of Monsignor Hochwalt's letter of recommendation is enclosed.

Realization of the aims of this investigation necessitates a high return on the instruments utilized for its implementation. Will you please give it your support by completing the opinionnaire at your earliest convenience and returning it in the stamped, self-addressed envelope provided for your use. No superintendent or diocese will be identified in the results of this study.

Thank you very much for your cooperation.

Sincerely,

Sister Mary John, D.C.

APPENDIX C

FOLLOW-UP LETTERS

Exhibit A:	First follow-up to chief certification officers
Exhibit B:	First follow-up to principals in Catholic schools
Exhibit C:	Second follow-up to principals
Exhibit D:	Third follow-up to principals
Exhibit E:	First follow-up to diocesan superintendents of schools
Exhibit F:	Second follow-up to diocesan superintendents

DE PAUL HOUSE OF STUDIES
82-31 DON CASTER PLACE
JAMAICA ESTATES, N. Y.
11432

April 21, 1964

Dear Director of Teacher Certification:

Recently I directed to your office a questionnaire relative to the certification of teachers in Catholic elementary and secondary schools in your state. As yet, I have not received a reply.

No doubt, the demanding duties of your office have not yet afforded you the time to comply with my request. The investigation in which I am now engaged requires accurate, up-to-date information, which, I believe, only you can give authoritatively. Therefore, I would appreciate it very much if you could, despite the minimum of time at your disposal, complete the enclosed questionnaire and return it in the self-addressed, stamped envelope at your earliest convenience.

Please ignore this letter if your return is in the mail. Thank you again for your cooperation.

Sincerely,

Sister Mary John, D.C.

Appendix C - Exhibit B

DE PAUL HOUSE OF STUDIES
82-31 DON CASTER PLACE
JAMAICA ESTATES, N. Y.
11432

November 14, 1964

Dear Principal,

During the month of October, census forms on state certification of teachers were directed to more than eight hundred Catholic elementary and secondary schools in the fifty states. Returns continue to come in; they are encouraging, evincing a professional interest in the study--and this on the part of both administration and faculty.

Your school was one of the number chosen on a random, sampling basis, to participate in the investigation. Thus far, returns from your faculty are not recorded. Perhaps the forms arrived late, and there was insufficient time to meet the deadline. Or it may be that the time of arrival itself was inauspicious, occurring when curricular and other school activities were making unusual demands. At any rate, if it is at all possible at this time, will you please enlist the cooperation of your faculty in completing the forms now, so that their reactions to the topic under research can be incorporated into the study, improving thereby the representativeness of the sample, and ultimately augmenting the value of the investigation itself.

Accompanying this letter is a postal card, which you are requested to complete. Please check either the first or second item listed on the back of the card and return it at your earliest convenience. If you indicate the need for another set of forms, these will be sent to you as soon as possible. If you have already forwarded the forms, please disregard this letter.

In distributing the forms to the faculty, will you please explain that state certification involves direct or indirect contact with the state department of education and that any teacher who is certified has received an official form from the state department bearing a license number, the type of certificate, its terms, etc. This may seem unnecessary; however, a few of the respondents, particularly from states where certification is permissive, have answered the form incorrectly. They have equated strictly diocesan certification with that of the state, or they have

Appendix C - Exhibit B (continued)

considered themselves officially certified by reason of having acquired a baccalaureate degree. In a few instances, teachers from a state that does not provide certification for Catholic school teachers, identified a statement of approval for teaching with a teaching certificate or license. Your explanation will, it is hoped, prevent a repetition of such misinterpretations, which are nevertheless understandable.

Be certain that your cooperation in this project, despite the inconvenience it may occasion, is very much appreciated. It serves but to demonstrate the professional and Christian dedication of educators across the country. Only by the pooling of their individual efforts can reliable information on the topic under consideration be advanced. May the findings which you make possible further the cause of Christian education!

Sincerely,

Sister Mary John, D.C.

Appendix C - Exhibit C

DE PAUL HOUSE OF STUDIES
82-31 DON CASTER PLACE
JAMAICA ESTATES, N. Y.
11432

December 4, 1964

Dear Principal,

Sometime ago a set of census forms was directed to you for distribution among your teachers. These forms are part of a study on state certification of teachers in Catholic elementary and secondary schools. The study does not aim to ascertain the degree of preparedness of the teachers surveyed, but rather the extent of state certification in Catholic schools and the reasons both certified and non-certified teachers give for their certification status.

Currently responses have been received from more than seventy per cent of the approximately 800 principals contacted. Up to the present time, however, our files do not record returns from your school. Perhaps your returns are on the way; or it may be that their receipt here was not recorded. The factor of time may have been a problem, or there may be some circumstances which in your judgment made participation undesirable.

Nevertheless, at this time, it will be appreciated if you will reconsider the possibility of participation. It is particularly desirable to obtain responses from your teachers, in as much as inclusion of their reaction to the topic will increase the representativeness of the sample and ultimately augment the worth of the study itself. Completion time for the form is about ten minutes. This time investment from hundreds of Catholic educators across the country will, it is hoped, yield information that will be substantially helpful to Catholic educators and Catholic education. In the event of participation, will you please remind the faculty that the major question of the study involves state certification. It does not refer to the extent of diocesan certification, nor does it equate the holding of a baccalaureate degree with having applied for and having received state certification.

Accompanying this letter is a card which will serve as a means of indicating your particular position regarding participation in the study. Will you please check the appropriate item and return the card at your earliest convenience.

Appendix C - Exhibit C (continued)

Best wishes to you and your faculty for the Christmas Season! May it afford some pleasant respite from daily professional tasks. In conclusion, may God bless you for your cooperation!

Sincerely,

Sister Mary John, D.C.

Appendix C - Exhibit D

DE PAUL HOUSE OF STUDIES
82-31 DON CASTER PLACE
JAMAICA ESTATES, N. Y.
11432

December 21, 1964

Dear Principal,

In the fall of the present school year, your school was selected on a random sampling basis to participate in a study on state certification of teachers in Catholic elementary and secondary schools, presently in progress at St. John's University in Jamaica, New York. Census forms were directed to you in October, with the request that you distribute them to your faculty and subsequently return them to the above address.

In November and early December, follow-up letters were directed to all non-respondents. Up to this time, our files do not record any returns from your school or any indication that participation in the study is undesirable or impossible for your faculty at this time.

For this reason, it is assumed that you are not unwilling to cooperate, and that for some good reason you have not yet been able to have the forms completed and returned. It will be sincerely appreciated if at this time you give thought to the possibility of presently enlisting the cooperation of your faculty in this project. Their participation will render the study more representative and ultimately add to its total contribution to Catholic education.

In the event that you have already replied or that your returns are now in the mail, please disregard this letter. Should you need an additional set of forms, a new supply accompanies this communication.

In distributing the forms, will you please explain that the topic under study does not refer to diocesan certification, nor does it equate state certification with holding a degree, baccalaureate or master's. Some returns indicate that some teachers classified themselves as certified by the state when their certification was diocesan-sponsored, or that they assumed certification because of their holding a degree. Your explanation will prevent a recurrence of this misinterpretation of the form.

Please take the time you deem necessary to have the forms completed and returned. Thank you for your cooperation. It is my sincere hope that complying with the request to participate will not inconvenience you, and that in some way the professional service which participation occasions will likewise effect a professional recompense commensurate with the effort.

May the Christmas Season be replete with blessings for you and your faculty!

Sincerely,

Sister Mary John, D.C.

DE PAUL HOUSE OF STUDIES
82-31 DON CASTER PLACE
JAMAICA ESTATES, N. Y.
11432

October 8, 1964

Dear Monsignor:

Among the communications recently directed to your office was an opinionnaire on state certification of teachers in Catholic elementary and secondary schools. This form is one of three instruments being employed in gathering data for a doctoral study, presently in progress at St. John's University in Jamaica, New York. A copy of the opinionnaire was sent to the superintendent of schools in each of the dioceses across the country. Thus far, responses have been very encouraging.

At the present time, your return of the opinionnaire is not recorded. Perhaps the multiplied demands that generally accompany the beginning of a school year prevented your completing it. Nevertheless, incorporation into the study of your reaction to the topic under investigation would render the research more representative and ultimately add to its total effect.

For this reason, I am enclosing a second copy of the form with the request that you complete it now, if this is at all possible, and return it in the stamped, self-addressed envelope, provided for your convenience. Other enclosures include an abstract of the study and a copy of Right Reverend Monsignor Frederick G. Hochwalt's letter of endorsement, both of which will provide additional information.

Thank you for your cooperation in this project, which I sincerely hope will be of benefit to Catholic education.

Respectfully,

Sister Mary John, D.C.

Appendix C - Exhibit F

DE PAUL HOUSE OF STUDIES
82-31 DON CASTER PLACE
JAMAICA ESTATES, N. Y.
11432

November 10, 1964

To the Very Reverend Superintendent:

Dear Monsignor:

Now that the school year is in full motion, perhaps you can find a brief interim between some of the ever-pressing duties that are yours to complete the enclosed opinionnaire.

While the returns, which now approximate eighty per cent, will accurately reflect the opinions of the diocesan superintendents across the country on the questions being researched, the inclusion of your reaction to these same questions will undoubtedly sharpen the perspective and ultimately add to the representativeness of the total view. Therefore, if it is at all possible for you at this time to submit your opinions, will you kindly do so, forwarding them to the above address.

Thank you for your cooperation, and may God abundantly bless your efforts in behalf of Catholic education!

Respectfully,

Sister Mary John, D.C.

APPENDIX D

LETTER ACKNOWLEDGING REQUEST FOR CERTIFICATION

Exhibit A: Letter from chief certification officer in Missouri referring to position of the state regarding the certification of teachers in private schools

HUBERT WHEELER
COMMISSIONER

TELEPHONE 6-8171
P. O. BOX 480

Appendix D - Exhibit A

STATE DEPARTMENT OF EDUCATION
DIVISION OF PUBLIC SCHOOLS
JEFFERSON BUILDING
JEFFERSON CITY. MISSOURI

October 31, 1963

Sister Mary Virginia Clark
St. Louise de Marillac School
6350 Garesche Avenue
St. Louis, Missouri

Dear Sister Mary Virginia:

I am writing in reply to your letter of October 12th. As you are teaching in a private school, Missouri law does not require that such teachers hold a certificate issued by the State Department of Education, In fact, we are not allowed to issue such a certificate. This is for the following reason:

> Since the State Board of Education is authorized to certificate only teachers of public schools or those who are eligible to teach in the public schools, it appears to us that we cannot issue you a certificate. This is because of the Missouri Supreme Court decision 260 SW2d 573.

Sincerely yours,

Paul Greene

Paul Greene, Director
Teacher Education and
Certification

PG:je

APPENDIX E

SUPPLEMENTARY TABLES

Exhibit A: Extent of State Certification in Catholic Schools

Exhibit B: Religious and Lay Teachers Holding State Certificates

Exhibit C: Experience Ranges of Certified Teachers

Exhibit D: Significance Attributed to All Factors in Promoting Certification According to Category of State Policy

Exhibit E: Significance Attributed to State Policy

Exhibit F: Significance Attributed to Diocesan Attitude

Exhibit G: Significance Attributed to Attitude of Religious Community

Exhibit H: Significance Attributed to Personal Interest

Exhibit I: Significance Attributed to All Factors in Promoting Certification According to Elementary and Secondary Levels

Exhibit J: Obstacle to Certification: The Position of the State

Exhibit K: Obstacle: Ineligibility Due to Limited Pre-Service Education

Exhibit L: Obstacle: Attitude Towards Present State Requirements

SUPPLEMENTARY TABLES (continued)

Exhibit M: Obstacle: Apparent Impracticality of Certification Due to Teacher Mobility

Exhibit N: Obstacle: Cost to Qualify for Certification

Exhibit O: Obstacle: Attitude Towards the Value of Certification

Exhibit P: Obstacle: Diocesan Programs of Certification

Exhibit Q: Obstacle: Attitude of Religious Community Towards Certification

Exhibit R: Obstacle: Diocesan Attitude Towards Certification

Exhibit S: Certification Image of Certified and Noncertified Teachers

Exhibit T: Priority of Favorable and Unfavorable Factors Attending Certification

Exhibit U: Priority of Favorable and Unfavorable Factors According to Category of State Policy

Exhibit V: Priority of Favorable and Combined Unfavorable Factors Attending Certification

Exhibit W: Priority of Favorable and Combined Unfavorable Factors According to Category of State Policy

Exhibit X: Appropriateness of Inaugurating Mandatory State Certification Programs According to Category of State Policy

Exhibit Y: Advisability of Cooperative Planning in Initiating Mandatory State Certification Programs

Exhibit Z: Advisability of Cooperative Planning According to Category of State Policy

TABLE XLII

EXTENT OF STATE CERTIFICATION IN CATHOLIC SCHOOLS

Grade Levels	Certification Status	
	Certified	Noncertified
Elementary	1401	1879
Secondary	1607	946
Total	3008	2825

$\chi^2 = 237.266$ df = 1

Significant beyond the .001 level

Appendix E - Exhibit B

TABLE XLIII

DISTRIBUTION OF RELIGIOUS AND LAY TEACHERS HOLDING STATE CERTIFICATES

	Elementary Level	
	Certified	Noncertified
Religious	1009	1307
Lay	377	549
Total	1386	1856

$\chi^2 = 2.201$ df = 1

No significant difference

	Secondary Level	
	Certified	Noncertified
Religious	1113	697
Lay	475	247
Total	1588	944

$\chi^2 = 4.077$ df = 1

Significant beyond the .05 level

Appendix E - Exhibit C

TABLE XLIV

DISTRIBUTION OF EXPERIENCE-RANGES OF CERTIFIED TEACHERS

	Years of Experience - Elementary Level			
	0 - 4	5 - 9	10 - 19	20 - over
Observed	275	177	345	596
Expected	888	600	754	1034

$\chi^2 = 76.290$ df = 3

Significant beyond the .001 level

	Years of Experience - Secondary Level			
	0 - 4	5 - 9	10 - 19	20 - over
Observed	357	257	328	660
Expected	625	433	547	944

$\chi^2 = 7.472$ df = 3

No significant difference

TABLE XLV

COMPARATIVE SIGNIFICANCE ATTRIBUTED TO ALL FACTORS IN PROMOTING CERTIFICATION ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Elementary Level	
	Total Responses	Total Weighted Significance
Mandatory	1989	7168
Mand.-Accred.	913	3173
Permissive	1876	6518
No Provisions	126	367
Total	4904	17226

$\chi^2 = 4.578$ df = 3
No significant difference

State Policies	Secondary Level	
	Total Responses	Total Weighted Significance
Mandatory	1684	5927
Mand.-Accred.	1700	5633
Permissive	2164	7393
No Provisions	207	572
Total	5755	19525

$\chi^2 = 9.000$ df = 3
Significant beyond the .05 level

TABLE XLVI

COMPARATIVE SIGNIFICANCE ATTRIBUTED TO STATE POLICY IN PROMOTING CERTIFICATION ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Elementary Level	
	Total Responses	Total Weighted Significance
Mandatory	511	1839
Mand.-Accred.	230	772
Permissive	462	1554
No Provisions	34	85
Total	1237	4250
	$\chi^2 = 3.592$ df = 3 No significant difference	

State Policies	Secondary Level	
	Total Responses	Total Weighted Significance
Mandatory	431	1528
Mand.-Accred.	429	1435
Permissive	546	1820
No Provisions	51	133
Total	1457	4916
	$\chi^2 = 3.370$ df = 3 No significant difference	

Appendix E - Exhibit F

TABLE XLVII

COMPARATIVE SIGNIFICANCE ATTRIBUTED TO DIOCESAN ATTITUDE IN PROMOTING CERTIFICATION ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Elementary Level	
	Total Responses	Total Weighted Significance
Mandatory	496	1788
Mand.-Accred.	227	747
Permissive	468	1596
No Provisions	33	81
Total	1224	4212

$\chi^2 = 3.918$ df = 3
No significant difference

State Policies	Secondary Level	
	Total Responses	Total Weighted Significance
Mandatory	420	1451
Mand.-Accred.	415	1256
Permissive	536	1746
No Provisions	52	128
Total	1423	4581

$\chi^2 = 11.764$ df = 3
Significant beyond .01 level

TABLE XLVIII

COMPARATIVE SIGNIFICANCE ATTRIBUTED TO ATTITUDE OF RELIGIOUS COMMUNITY IN PROMOTING CERTIFICATION ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Elementary Level	
	Total Responses	Total Weighted Significance
Mandatory	482	1764
Mand.-Accred.	230	834
Permissive	470	1633
No Provisions	25	73
Total	1207	4304

$\chi^2 = 1.298$ df = 3
No significant difference

State Policies	Secondary Level	
	Total Responses	Total Weighted Significance
Mandatory	416	1503
Mand.-Accred.	419	1445
Permissive	534	1843
No Provisions	48	113
Total	1417	4904

$\chi^2 = 5.674$ df = 3
No significant difference

TABLE XLIX

COMPARATIVE SIGNIFICANCE ATTRIBUTED TO PERSONAL INTEREST IN PROMOTING CERTIFICATION ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Elementary Level	
	Total Responses	Total Weighted Significance
Mandatory	500	1777
Mand.-Accred.	226	820
Permissive	476	1735
No Provisions	34	128
Total	1236	4460

$\chi^2 = 0.182$ df = 3
No significant difference

State Policies	Secondary Level	
	Total Responses	Total Weighted Significance
Mandatory	417	1445
Mand.-Accred.	437	1497
Permissive	548	1984
No Provisions	56	198
Total	1458	5124

$\chi^2 = 0.667$ df = 3
No significant difference

TABLE L

COMPARATIVE SIGNIFICANCE ATTRIBUTED TO ALL FACTORS IN PROMOTING CERTIFICATION ACCORDING TO ELEMENTARY AND SECONDARY LEVELS

Grade Levels	Total Responses	Total Weighted Significance
Elementary	4904	17226
Secondary	5755	19525
Total	10659	36751

$\chi^2 = 2.478$ df = 1

No significant difference

Appendix E - Exhibit J

TABLE LI

COMPARATIVE DISTRIBUTION OF RESPONSES TO THE OBSTACLE OF THE POSITION OF THE STATE IN CERTIFICATION ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Elementary Level							
	Yes		No		Do Not Know		Total	
	No.	%	No.	%	No.	%	No.	%
Mandatory	6	6.5	62	66.7	25	26.9	93	100.0
Mand.-Accred.	19	6.1	192	61.5	101	32.4	312	100.0
Permissive	247	22.6	462	42.3	384	35.1	1093	100.0
No Provisions	88	37.4	92	39.1	55	23.4	235	100.0
Total	360	20.8*	808	46.6*	565	32.6*	1733	100.0

$\chi^2 = 114.112$ df = 6

Significant beyond the .001 level

State Policies	Secondary Level							
	Yes		No		Do Not Know		Total	
	No.	%	No.	%	No.	%	No.	%
Mandatory	1	3.7	20	74.1	6	22.2	27	100.0
Mand.-Accred.	12	12.0	65	65.0	23	23.0	100	100.0
Permissive	147	25.0	281	47.9	159	27.1	587	100.0
No Provisions	70	44.6	46	29.3	41	26.1	157	100.0
Total	230	26.4*	412	47.3*	229	26.3*	871	100.0

$\chi^2 = 55.428$ df = 6

Significant beyond the .001 level

* Asterisks denote mean.

TABLE LII

COMPARATIVE DISTRIBUTION OF RESPONSES TO THE OBSTACLE OF INELIGIBILITY DUE TO LIMITED PRE-SERVICE EDUCATION ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Elementary Level							
	Yes		No		Do Not Know		Total	
	No.	%	No.	%	No.	%	No.	%
Mandatory	29	31.9	51	56.0	11	12.1	91	100.0
Mand.-Accred.	76	25.0	193	63.5	35	11.5	304	100.0
Permissive	269	25.9	610	58.8	158	15.2	1037	100.0
No Provisions	30	14.2	162	76.8	19	9.0	211	100.0
Total	404	24.6*	1016	61.8*	223	13.6*	1643	100.0

$\chi^2 = 28.204$ df = 6

Significant beyond .001 level

State Policies	Secondary Level							
	Yes		No		Do Not Know		Total	
	No.	%	No.	%	No.	%	No.	%
Mandatory	4	14.8	15	55.6	8	29.6	27	100.0
Mand.-Accred.	11	11.8	75	80.6	7	7.5	93	100.0
Permissive	57	10.1	442	78.5	64	11.4	563	100.0
No Provisions	11	7.0	130	82.8	16	10.2	157	100.0
Total	83	9.9*	662	78.8*	95	11.3*	840	100.0

$\chi^2 = 13.950$ df = 6

Significant beyond the .05 level

* Asterisks denote mean.

TABLE LIII

COMPARATIVE DISTRIBUTION OF RESPONSES TO THE OBSTACLE OF TEACHER ATTITUDE TOWARDS PRESENT STATE REQUIREMENTS ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Elementary Level							
	Yes		No		Do Not Know		Total	
	No.	%	No.	%	No.	%	No.	%
Mandatory	25	29.1	45	52.3	16	18.6	86	100.0
Mand.-Accred.	52	17.2	180	59.4	71	23.4	303	100.0
Permissive	177	17.1	606	58.5	253	24.4	1036	100.0
No Provisions	35	16.4	131	61.5	47	22.1	213	100.0
Total	289	17.6*	962	58.7*	387	23.6*	1638	100.0

$\chi^2 = 9.096$ df = 6

No significant difference

State Policies	Secondary Level							
	Yes		No		Do Not Know		Total	
	No.	%	No.	%	No.	%	No.	%
Mandatory	7	24.1	16	55.2	6	20.7	29	100.0
Mand.-Accred.	23	24.2	62	65.3	10	10.5	95	100.0
Permissive	127	23.2	325	59.3	96	17.5	548	100.0
No Provisions	30	19.5	93	60.4	31	20.1	154	100.0
Total	187	22.6*	496	60.0*	143	17.3*	826	100.0

$\chi^2 = 4.916$ df = 6

No significant difference

* Asterisks denote mean.

Appendix E - Exhibit M

TABLE LIV

COMPARATIVE DISTRIBUTION OF RESPONSES TO THE OBSTACLE OF APPARENT IMPRACTICALITY DUE TO TEACHER MOBILITY ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Elementary Level							
	Yes		No		Do Not Know		Total	
	No.	%	No.	%	No.	%	No.	%
Mandatory	22	25.9	53	62.4	10	11.8	85	100.0
Mand.-Accred.	75	24.6	194	63.6	36	11.8	305	100.0
Permissive	151	14.4	755	71.8	145	13.8	1051	100.0
No Provisions	35	16.7	148	70.5	27	12.9	210	100.0
Total	283	17.1*	1150	69.7*	218	13.2*	1651	100.0

$\chi^2 = 22.283$ df = 6

Significant beyond the .01 level

State Policies	Secondary Level							
	Yes		No		Do Not Know		Total	
	No.	%	No.	%	No.	%	No.	%
Mandatory	3	11.5	17	65.4	6	23.1	26	100.0
Mand.-Accred.	14	15.4	71	78.0	6	6.6	91	100.0
Permissive	87	15.8	391	71.1	72	13.1	550	100.0
No Provisions	5	3.2	132	84.1	20	12.7	157	100.0
Total	109	13.2*	611	74.2*	104	12.6*	824	100.0

$\chi^2 = 23.341$ df = 6

Significant beyond .001 level

* Asterisks denote mean.

TABLE LV

COMPARATIVE DISTRIBUTION OF RESPONSES TO THE OBSTACLE OF COST OF TAKING COURSES TO QUALIFY FOR CERTIFICATION ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Elementary Level							
	Yes		No		Do Not Know		Total	
	No.	%	No.	%	No.	%	No.	%
Mandatory	17	19.8	64	74.4	5	5.8	86	100.0
Mand.-Accred.	48	15.3	234	74.8	31	9.9	313	100.0
Permissive	140	13.1	752	70.2	179	16.7	1071	100.0
No Provisions	47	21.5	157	71.7	15	6.8	219	100.0
Total	252	14.9*	1207	71.5*	230	13.6*	1689	100.0

$\chi^2 = 32.859$ df = 6

Significant beyond the .001 level

State Policies	Secondary Level							
	Yes		No		Do Not Know		Total	
	No.	%	No.	%	No.	%	No.	%
Mandatory	3	11.5	19	73.1	4	15.4	26	100.0
Mand.-Accred.	6	6.1	82	83.7	10	10.2	98	100.0
Permissive	56	9.8	449	78.5	67	11.7	572	100.0
No Provisions	10	6.4	129	82.7	17	10.9	156	100.0
Total	75	8.8*	679	79.7*	98	11.5*	852	100.0

$\chi^2 = 3.841$ df = 6

No significant difference

* Asterisks denote mean.

Appendix E - Exhibit O

TABLE LVI

COMPARATIVE DISTRIBUTION OF RESPONSES TO THE OBSTACLE OF PERSONAL ATTITUDE TOWARDS THE VALUE OF CERTIFICATION ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Elementary Level							
	Yes		No		Do Not Know		Total	
	No.	%	No.	%	No.	%	No.	%
Mandatory	3	3.6	69	82.1	12	14.3	84	100.0
Mand.-Accred.	29	9.6	230	76.0	44	14.5	303	100.0
Permissive	77	7.4	802	76.9	164	15.7	1043	100.0
No Provisions	31	14.8	142	67.9	36	17.2	209	100.0
Total	140	8.5*	1243	75.8*	256	15.6*	1639	100.0

$\chi^2 = 17.122$ df = 6
Significant beyond the .01 level

State Policies	Secondary Level							
	Yes		No		Do Not Know		Total	
	No.	%	No.	%	No.	%	No.	%
Mandatory	6	20.7	16	55.2	7	24.1	29	100.0
Mand.-Accred.	22	23.4	62	66.0	10	10.6	94	100.0
Permissive	76	13.6	403	72.1	80	14.3	559	100.0
No Provisions	14	8.9	123	78.3	20	12.7	157	100.0
Total	118	14.1*	604	72.0*	117	13.9*	839	100.0

$\chi^2 = 15.391$ df = 6
Significant beyond the .05 level

* Asterisks denote mean.

Appendix E - Exhibit P

TABLE LVII

COMPARATIVE DISTRIBUTION OF RESPONSES TO THE OBSTACLE OF DIOCESAN CERTIFICATION PROGRAMS ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Elementary Level							
	Yes		No		Do Not Know		Total	
	No.	%	No.	%	No.	%	No.	%
Mandatory	3	3.3	67	72.8	22	23.9	92	100.0
Mand.-Accred.	16	4.9	213	64.9	99	30.2	328	100.0
Permissive	125	11.2	707	63.1	289	25.8	1121	100.0
No Provisions	11	4.8	151	66.2	66	28.9	228	100.0
Total	155	8.8*	1138	64.3*	476	26.9*	1769	100.0

$\chi^2 = 24.111$ df = 6

Significant beyond the .001 level

State Policies	Secondary Level							
	Yes		No		Do Not Know		Total	
	No.	%	No.	%	No.	%	No.	%
Mandatory	4	14.3	20	71.4	4	14.3	28	100.0
Mand.-Accred.	1	1.0	74	73.3	26	25.7	101	100.0
Permissive	27	4.5	402	67.1	170	28.4	599	100.0
No Provisions	6	3.7	112	68.7	45	27.6	163	100.0
Total	38	4.3*	608	68.2*	245	27.5*	891	100.0

$\chi^2 = 11.939$ df = 6

No significant difference

* Asterisks denote mean.

Appendix E - Exhibit Q

TABLE LVIII

COMPARATIVE DISTRIBUTION OF RESPONSES TO THE OBSTACLE OF RELIGIOUS COMMUNITY ATTITUDE TOWARDS CERTIFICATION ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Elementary Level							
	Yes		No		Do Not Know		Total	
	No.	%	No.	%	No.	%	No.	%
Mandatory	3	3.3	78	84.8	11	12.0	92	100.0
Mand.-Accred.	13	4.1	256	80.0	51	15.9	320	100.0
Permissive	56	5.0	876	79.0	177	16.0	1109	100.0
No Provisions	18	8.2	176	80.4	25	11.4	219	100.0
Total	90	5.2*	1386	79.7*	264	15.2*	1740	100.0

$\chi^2 = 9.000$ df = 6

No significant difference

State Policies	Secondary Level							
	Yes		No		Do Not Know		Total	
	No.	%	No.	%	No.	%	No.	%
Mandatory	3	11.5	21	80.8	2	7.7	26	100.0
Mand.-Accred.	7	7.0	85	85.0	8	8.0	100	100.0
Permissive	40	6.7	467	78.8	86	14.5	593	100.0
No Provisions	12	7.5	125	77.6	24	14.9	161	100.0
Total	62	7.0*	698	79.3*	120	13.6*	880	100.0

$\chi^2 = 4.874$ df = 6

No significant difference

* Asterisks denote mean.

TABLE LIX

COMPARATIVE DISTRIBUTION OF RESPONSES TO THE OBSTACLE OF DIOCESAN ATTITUDE TOWARDS CERTIFICATION ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Elementary Level							
	Yes		No		Do Not Know		Total	
	No.	%	No.	%	No.	%	No.	%
Mandatory	3	3.4	78	87.6	8	9.0	89	100.0
Mand.-Accred.	13	3.9	254	76.5	65	19.6	332	100.0
Permissive	36	3.2	764	68.3	319	28.5	1119	100.0
No Provisions	12	5.3	158	69.3	58	25.4	228	100.0
Total	64	3.6*	1254	70.9*	450	25.5*	1768	100.0

$\chi^2 = 26.537$ df = 6

Significant beyond the .001 level

State Policies	Secondary Level							
	Yes		No		Do Not Know		Total	
	No.	%	No.	%	No.	%	No.	%
Mandatory	4	14.3	18	64.3	6	21.4	28	100.0
Mand.-Accred.	18	18.0	63	63.0	19	19.0	100	100.0
Permissive	29	4.8	441	72.8	136	22.4	606	100.0
No Provisions	5	3.0	127	77.4	32	19.5	164	100.0
Total	56	6.2*	649	72.3*	193	21.5*	898	100.0

$\chi^2 = 32.724$ df = 6

Significant beyond the .001 level

* Asterisks denote mean.

TABLE LX

COMPARATIVE DISTRIBUTION OF FAVORABLE AND UNFAVORABLE RESPONSES CONCERNING CERTIFICATION IMAGE ACCORDING TO CERTIFIED AND NONCERTIFIED TEACHERS

Elementary Staff	Certification Image					
	Favorable		Unfavorable		Total	
	No.	%	No.	%	No.	%
Certified	974	89.0	120	11.0	1094	100.0
Noncertified	1365	76.5	419	23.5	1784	100.0
Total	2339	81.3*	539	18.7*	2878	100.0

$\chi^2 = 69.812$ df = 1

Significant beyond the .001 level

Secondary Staff	Certification Image					
	Favorable		Unfavorable		Total	
	No.	%	No.	%	No.	%
Certified	1162	87.6	164	12.4	1326	100.0
Noncertified	628	68.7	285	31.3	913	100.0
Total	11790	79.9*	449	20.1*	2239	100.0

$\chi^2 = 188.751$ df = 1

Significant beyond the .001 level

* Asterisks denote mean.

Appendix E - Exhibit T

TABLE LXI

COMPARISON OF PRIORITY OF FAVORABLE AND UNFAVORABLE FACTORS ATTENDING MANDATORY STATE CERTIFICATION PROGRAMS

Frequency	Factors					
	Favorable		Unfavorable		Totel	
	No.	%	No.	%	No.	%
Observed	77	68.1	36	31.9	113	100.0
Expected	56.5	50.0	56.5	50.0	113	100.0

$\chi^2 = 7.691$ df = 1

Significant beyond the .01 level

TABLE LXII

COMPARISON OF PRIORITY OF FAVORABLE AND UNFAVORABLE FACTORS ATTENDING MANDATORY STATE CERTIFICATION PROGRAMS ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Priority of Factors					
	Favorable		Unfavorable		Total	
	No.	%	No.	%	No.	%
Mandatory	22	88.0	3	12.0	25	100.0
Mand.-Accred.	16	57.1	12	42.9	28	100.0
Permissive	28	66.7	14	33.3	42	100.0
No Provisions	4	50.0	4	50.0	8	100.0
Dual Policy	7	70.0	3	30.0	10	100.0
Total	77	68.1*	36	31.9*	113	100.0

$\chi^2 = 7.373$ df = 4

No significant difference

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* Asterisks denote mean.

Appendix E - Exhibit V

TABLE LXIII

COMPARISON OF PRIORITY OF FAVORABLE AND COMBINED UNFAVORABLE FACTORS ATTENDING MANDATORY STATE CERTIFICATION PROGRAMS

Frequency	Factors					
	Favorable		Unfavorable		Total	
	No.	%	No.	%	No.	%
Observed	71	61.2	45	38.8	116	100.0
Expected	58	50.0	58	50.0	116	100.0

$\chi^2 = 6.807$ df = 1

Significant beyond the .01 level

TABLE LXIV

COMPARISON OF PRIORITY OF FAVORABLE AND COMBINED UNFAVORABLE FACTORS ATTENDING MANDATORY STATE CERTIFICATION PROGRAMS ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Priority of Factors					
	Favorable		Unfavorable		Total	
	No.	%	No.	%	No.	%
Mandatory	20	83.3	4	16.7	24	100.0
Mand.-Accred.	15	51.7	14	48.3	29	100.0
Permissive	26	57.8	19	42.2	45	100.0
No Provisions	4	50.0	4	50.0	8	100.0
Dual Policy	6	60.0	4	40.0	10	100.0
Total	71	61.2*	45	38.8*	116	100.0

$\chi^2 = 6.699$ df = 4

No significant difference

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* Asterisks denote mean.

Appendix E - Exhibit X

TABLE LXV

COMPARATIVE DISTRIBUTION OF RESPONSES ON APPROPRIATENESS OF INAUGURATING MANDATORY STATE CERTIFICATION PROGRAMS ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Inauguration of Programs					
	Opportune		Inopportune		Total	
	No.	%	No.	%	No.	%
Mandatory	19	79.2	5	20.8	24	100.0
Mand.-Accred.	15	51.7	14	48.3	29	100.0
Permissive	16	36.4	28	63.6	44	100.0
No Provisions	3	33.3	6	66.7	9	100.0
Dual Policy	6	66.7	3	33.3	9	100.0
Total	59	51.3*	56	48.7*	115	100.0

$\chi^2 = 13.405$ df = 4

Significant beyond the .01 level

* Asterisks denote mean.

TABLE LXVI

COMPARATIVE DISTRIBUTION OF RESPONSES ON ADVISABILITY OF COOPERATIVE PLANNING FOR THE INITIATION OF MANDATORY STATE CERTIFICATION PROGRAMS

Frequency	Advisability of Cooperative Planning					
	Advisability		Inadvisability		Total	
	No.	%	No.	%	No.	%
Observed	84	74.3	29	25.7	113	100.0
Expected	56.5	50.0	56.5	50.0	113	100.0

$\chi^2 = 14.228$ df = 1

Significant beyond the .001 level

TABLE LXVII

COMPARATIVE DISTRIBUTION OF RESPONSES ON ADVISABILITY OF COOPERATIVE PLANNING FOR THE INITIATION OF MANDATORY STATE CERTIFICATION PROGRAMS ACCORDING TO CATEGORY OF STATE POLICY

State Policies	Cooperative Planning					
	Advisable		Inadvisable		Total	
	No.	%	No.	%	No.	%
Mandatory	21	91.3	2	8.7	23	100.0
Mand.-Accred.	20	71.4	8	28.6	28	100.0
Permissive	32	72.7	12	27.3	44	100.0
No Provisions	4	44.4	5	55.6	9	100.0
Dual Policy	7	77.8	2	22.2	9	100.0
Total	84	74.3*	29	25.7*	113	100.0

$\chi^2 = 7.926$ df = 4

No significant difference

* Asterisks denote mean.

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Abstract of

STATE CERTIFICATION OF TEACHERS IN CATHOLIC ELEMENTARY AND SECONDARY SCHOOLS

This investigation on state certification of teachers in Catholic schools included four major objectives:

1. Delineating the state policies for certifying teachers in Catholic schools in the fifty states.
2. Determining the extent of state certification in Catholic schools and the types of certificates held.
3. Ascertaining the reasons teachers give for their certification status.
4. Determining the opinions of diocesan superintendents of schools on the favorable and unfavorable factors attending certification of Catholic school teachers and the policy most appropriate for certifying them.

Three instruments served to gather data for this study: (1) a questionnaire, directed to the chief certification officer in each of the fifty states, (2) a census form, distributed to approximately 10,000 Catholic elementary and secondary school teachers across the country, and (3) an opinionnaire, directed to 140 diocesan superintendents of schools.

Major conclusions yielded by this research include the following:

State Certification Policies: Diversity characterizes the state policies for certifying teachers in Catholic schools. Following are the various policies and the number of states subscribing to each for elementary and secondary school teachers respectively: Mandatory - eleven, ten; Mandatory-Accreditation - sixteen, nineteen; Permissive - nineteen, seventeen; No Provisions - four, four. Moreover, in four states, there is one policy for certifying teachers on the elementary level and another for secondary school teachers. In a few instances, there is no clear formulation of the certification policy.

Extent of Certification and Types of Certificates: Certified teachers in Catholic elementary schools constitute approximately forty-three per cent of the teaching staff on this level, while certified teachers on the secondary level comprise approximately sixty-three per cent of the total secondary teaching personnel. Furthermore, states mandating certification for teachers in Catholic schools have a significantly higher proportion of certified teachers than other states.

The greatest concentration of certificates is in the category designated as the regular, standard certificate. The number of emergency certificates is negligible.

Reasons for Certification Status: While certified teachers as a group, maintain that the attitude of religious communities and the element of personal interest are the most influential factors responsible for their certification, noncertified teachers consider the position of the state regarding certification of teachers in Catholic schools, the chief obstacle to their certification. Among the certification impediments related to the individual, limited pre-service education ranks first on the elementary level; its counterpart on the secondary level is teacher attitude towards present state requirements.

Opinion of Diocesan Superintendents of Schools: Diocesan superintendents view the favorable factors attending mandatory state certification as significantly outweighing the unfavorable factors. They attribute the greatest positive significance to the provision of tangible evidence that teachers in Catholic schools are professionally on a par with their public school counterparts and to the general improvement of the public image of Catholic elementary schools. They ascribe the greatest negative significance to the lack of Catholic school representation in policy making and formulation of certification requirements and to the problem of increased expenditures for salary needed to attract and retain certified lay teachers.

While there is a conspicuous lack of consensus among superintendents on the certification policy most appropriate for teachers in Catholic schools, they overwhelmingly concur in the opinion that the state should provide for full, as well as limited certification for these teachers.

The significance of this study is founded on three conditions:

1. It yields findings on a topic which is relatively unexplored and yet directly relevant to the position of the state in the education of its citizens.
2. It provides a body of substantial information on Catholic schools, presumably necessitated by their increasing enrollment and the general interest they currently evoke.
3. It furnishes basic information which the state and administrative leaders in Catholic education could utilize in their common effort to promote an educated citizenry.